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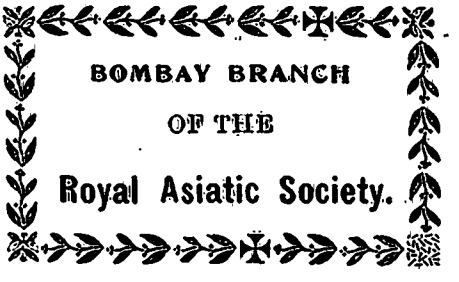

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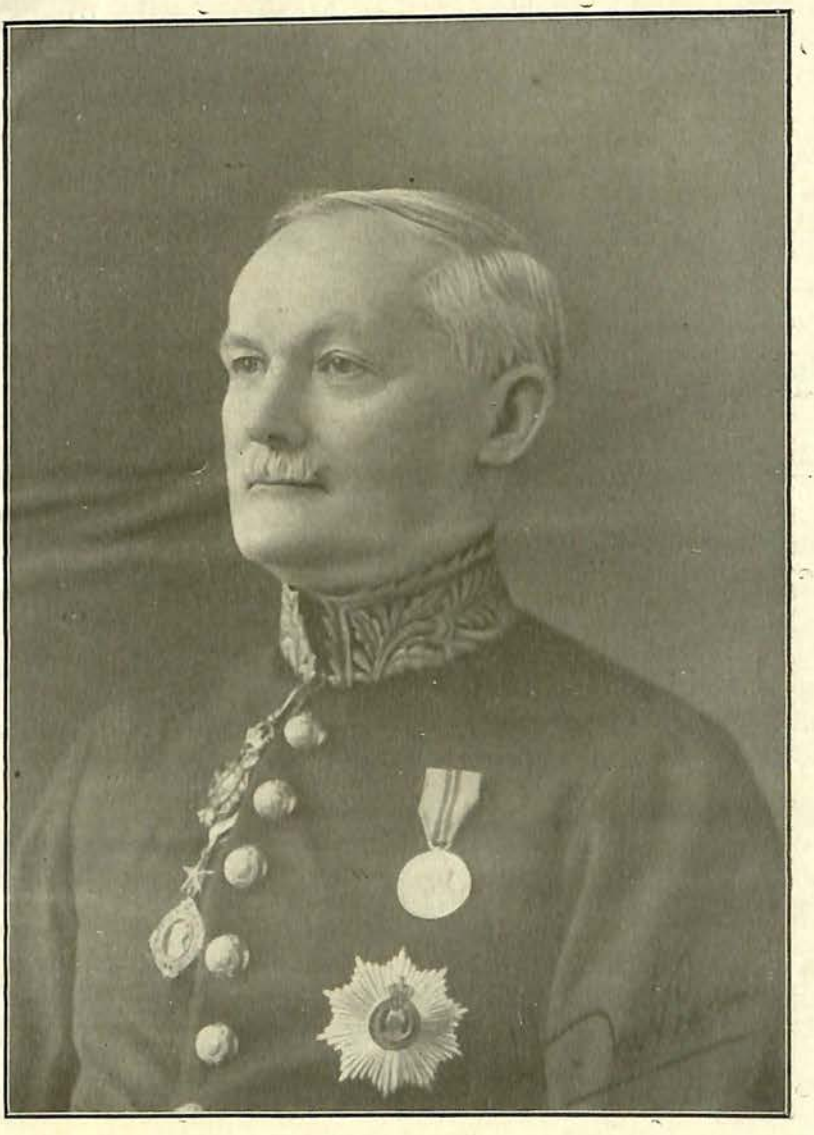

THE HON'BLE SIR HUGH McPHERSON,
K.C.I.E., C.S.I., I.C.S.,
Vice-President of the Executive Council. Officiating Governor from the 27th March to the 26th July 1925.

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PREFATORY NOTE.

THE three preceding volumes in this series have recorded the principal events of three *calendar* years, from January to December, and the last of them took the narrative up to the end of the year 1923. For a variety of reasons the local Government have decided to follow the example of the Government of India and several other provinces in substituting a review of the *financial* year, from April to March, and deferring its publication until the various departmental reports, dealing with this period, have been prepared. This makes it possible to give a much more complete record of the activities of the different branches of the administration; and it is hoped that the advantages thereby gained will more than compensate for the slight loss in topical interest which is involved by later publication. In order to make the narrative continuous, this volume covers a period of fifteen months, from January 1924 to March 1925.

Bihar and Orissa in 1924-25.

CHAPTER I.

Political and General Events.

Constitutional progress.

WHEN the political history of India for the year 1924-25 and the three preceding months comes to be reviewed, much that is hopeful and gratifying will emerge from the record of Bihar and Orissa during that period. At a time when the very foundations of the new constitution were being loosened in other parts of India, this province may claim to have kept its head. Elsewhere some of the newly-elected Legislatures were exercising their considerable powers with the avowed object of bringing Government to a standstill; in Bihar and Orissa, although the extreme section of political opinion was not unrepresented in the new Council, a different atmosphere prevailed, and that element of mutual good-will which is essential to the working of dyarchy has not been lacking. Thus the Ministers have retained the confidence of the majority of the Council, and at the same time there has been a notable absence of friction in their relations with the other members of Government and with the permanent officials working under them.

The trend of public opinion during these fifteen months has been no less significant. Hysterics and fireworks are out of favour, and it is no longer easy to arouse popular enthusiasm by the wholesale condemnation of Government officials and " the sham Reforms ". Sanity is returning to public life, and with it a growing disposition to take full advantage of the opportunities offered by these same Reforms, and to work for a further advance on constitutional lines. The political developments of this period have not been without their disquieting symptoms; but, viewed as a whole, they make for encouragement.

Politics outside the province.

A remarkable feature of the past year has been the aloofness, amounting almost to a positive lack of interest, displayed by the general public towards events of an all-India or an Imperial significance. The release of Mr. Gandhi early in 1924 passed almost unnoticed. The intense feeling aroused in Bengal by the Tarakeshwar dispute produced no appreciable echo in this province. The abolition of the Khilafat and the crisis in Egypt were discussed at some length in the press, but public interest in them was confined to a small section of the educated classes, and

even so was not acute. No popular excitement followed the arrests made under the Ordinance in Bengal. It is true that protest meetings were organized and a number of inflammatory speeches were delivered; but for the most part the attendance at these meetings was very small, and they evoked little enthusiasm.

Politics within the province.

This growing apathy on the part of the public respecting outside events revealed itself also in their attitude towards Congress politics in general. The provincial Congress was held at Purnea at the beginning of December, and its proceedings were followed with little interest. Nor was the presence of Mr. C. R. Das in Patna during February 1925, and the attendance at a conference convened by him there of Mr. Motilal Nehru and other Congress leaders, sufficient to arouse more than a flicker of public interest. The Khilafat Conference, which was held in conjunction with the provincial Congress at Purnea, was very poorly attended; and its most significant aspect was the passing of a resolution demanding separate electorates and a 25 per cent. representation for Muhammadans on local bodies, as well as in Government service.

Influence of the Congress on local bodies.

The general political apathy finds a striking contrast in the influence exerted by the Congress on local bodies. Apparently the politics of the municipalities and district boards proved to be of such absorbing interest, and so much more productive of immediate and tangible results, that little energy or inclination was left for the wider aspects of Indian affairs. The year 1923 had witnessed the formation, in this province as elsewhere, of a *Swaraj* party, which largely superseded or absorbed the original party of Mr. Gandhi's followers and became more and more closely identified with the Congress organization. The Swarajists had participated before the close of that year in the municipal elections, as well as in the second general election for the provincial and central Legislatures, and had succeeded in gaining control over several of the more important municipalities, including Patna City. In the spring of 1924 the district board elections

District board elections.

were held, and the new party decided to make these elections a regular trial of strength. A large number of Swarajist candidates was put into the field. They started with the advantages, not enjoyed by their opponents, of a strong party organization at their back, and a positive, if not a very coherent, programme to place before the electors. These advantages were reinforced by the catholicity of the methods employed to ensure success. Every general election has its seamy side, and it is

not unusual for the defeated party to indulge in vague charges of misrepresentation, bribery and intimidation. But in this instance even those newspapers which regard the Congress with a friendly eye were led to publish protests against the electioneering tactics resorted to by their candidates. Be this as it may, there is no gainsaying that the Swarajists met with a large measure of success in these elections. In the Tirhut Division they captured no fewer than 83 per cent. of the contestable seats; in Orissa too they secured a working majority on most of the district boards. In the districts of Bhagalpur and Monghyr few candidates were elected who did not subscribe to the Congress creed. In Chota Nagpur their fortunes fluctuated; the campaign in Manbhum and Hazaribagh was attended with success, but in the remaining three districts they sustained unexpected reverses, largely owing to the remarkable rally of the aborigines in support of moderate opinion. The only division of the province in which the Swarajists met with consistent defeat was Patna, where the opposition of the zamindar class was strong enough to ensure their discomfiture. In this division they were practically unable to secure a larger proportion of seats than had fallen to their opponents in Tirhut.

Personnel of the new boards.

It was inevitable that this widespread capture of the local bodies by the Congress party should be attended by far-reaching consequences. Further remarkable letters soon made their appearance in the anti-Government press, indicating a general alarm, no less at the type of politician who was thus returned to local power, than at the methods by which his success had been achieved. The number of old members who had secured re-election was very small, and few indeed of their successors had any administrative experience. Immature youths fresh from college, paid lecturers of the Swarajist party, " national " school masters, and persons who had been convicted under the Criminal Law Amendment Act or bound down to keep the peace—all these were included among the personnel of the new district boards.

The use of local bodies for political propaganda.

In these circumstances it is not surprising that a tendency soon became apparent to use these local bodies for the furtherance of political propaganda; rather than for the diligent promotion of the interests which had been committed to their charge. The same process was evident in those municipalities also which had come under the control of the Swarajists in the autumn of the previous year. Several instances occurred of addresses of welcome to extremist leaders and of congratulatory addresses presented to politicians on their emergence

from jail. Office-bearers in municipalities and district boards have made objectionable speeches during the course of public business. Attempts have been made to fly the Swarajya flag over municipal offices, and the substitution of " national " holidays (such as the anniversary of Tilak's death) for those now observed (including the King-Emperor's birthday) has been gravely discussed. The employés of local bodies have been directed or " advised " to clothe themselves in *khaddar*, and public money has been utilized to spread the cult of the *charkha* in a manner which cannot possibly be reconciled with the legitimate requirements of education or any other public interest.

Communal tension.

Another most disquieting feature which must be recorded here is the recrudescence of ill-feeling between Hindus and Muhammadans, particularly during the latter half of 1924. Bihar and Orissa was probably no worse off in this respect than the other provinces of India, but the state of affairs was such as to give constant anxiety to Government and to call for unremitting vigilance from their subordinate officers. To some extent this question is connected with Congress politics. A good deal of resentment was felt in Muhammadan circles at what was regarded as an attempt to convert the Congress into a Hindu organization. The tension was increased by recriminations which passed between the two communities regarding the alleged misapplication of Congress funds. Muhammadans were keenly disappointed at the results of the district board elections, in which hardly any of their candidates were successful. In view of the exacerbation of feeling which prevailed continuously for months in many parts of the province, and the repeated occurrence of petty incidents calculated to provoke the outbreak of violent disturbances, it is fortunate that only one serious breach of the peace took place. This was at Bhagalpur during the *Janmastami* festival, when the Hindus of that place insisted on taking a procession with music past certain mosques. The consequence was a riot, in which some twelve persons were injured. In Patna, Bhagalpur and Shahabad, while no actual collision was reported, the atmosphere was particularly embittered, and the task of averting continual breaches of the peace imposed a heavy strain on the authorities. In Bhagalpur it became necessary to pass an order prohibiting the carrying of *lathis* in the streets and forbidding more than five persons to assemble there. Thanks to the precautions taken to prevent trouble, the *Bakr-Id* passed off without serious incident, though not without much anxiety. The same is true also of the *Moharram* and *Dasahara* festivals. On these occasions, as well as on those of the other principal festivals, both Hindus and Muhammadans were encouraged to demonstrate

their feelings by boycotting the celebrations of the rival community. These appeals sometimes fell on deaf ears, but it is reported that a boycott of the *Chelum* was actually observed by the Hindus at Bhagalpur and Patna. Later on, at Sasaram in December Hindus were boycotted by Mussalman sweepers, whereupon a counter-boycott of Mussalmans by the carpenters and potters was promptly organized. By the end of March 1925 the tension between the two communities was possibly not quite so acute, though a permanent improvement in the situation cannot as yet be chronicled.

Strike at Jamshedpur.

Important developments in the world of labour have been confined to the great industrial centre at Jamshedpur. Towards the end of March 1924 the hot plate mills in the works of the Tin Plate Company at Golmuri were shut down for a week for repairs, and the employés were offered half-pay for this period. This offer was refused, and when the mills re-opened about 1,000 of the workers went on strike. In addition to full pay during the enforced stoppage of work, they put forward certain other demands, including a bonus to all employés and pay during the period of the strike. Armed police had to be sent to Jamshedpur to control the situation. The strike lasted for nine or ten days, and ended in a reasonable compromise. It is worth recording that the chairman-elect of the executive council of the all-India Trade Union Congress visited Jamshedpur shortly before the strike terminated, but the manager declined to receive a deputation headed by him, as a final answer had already been given to the demands of the strikers.

The labour movement.

The attitude of Tatas towards labour organizations underwent several modifications during the year, and is of considerable interest. It was immediately after the strike referred to above that the company's headquarters at Bombay recognized a conciliation board, composed of eight members, and including among them Mr. C. R. Das and Mr. Andrews. This step marked a decided departure from the previous policy of the company. In May Mr. Andrews visited Jamshedpur with the object of strengthening the local labour association there, and in the following month Mr. C. R. Das undertook a similar mission. These visits aroused enthusiasm among the employés, and the number of their association is said to have shot up from 600 to 6,000 in a few days. The association, however, was not regarded favourably by the local management of the company, who appear to have viewed its leading representatives with mistrust. In August important meetings of the conciliation committee were held at Jamshedpur, and were attended by Messrs. Andrews, Das, Motilal Nehru and other prominent

politicians. And now an interesting development took place. The proceedings of the committee were adversely criticised by the employés themselves, who clearly formed an impression that they had been " let down ". These meetings marked the commencement of a cleavage between labour and the Congress leaders, and the latter no longer displayed the same intensity of interest in the affairs of Jamshedpur. But in March 1925 Mr. Andrews replaced the president of the local labour association, and is proposing to re-organize that body.

The aborigines.

The aboriginal peoples of Chota Nagpur have diverged but little from the even tenour of their way during the past year. They have their tribal movements, which are mostly of a moral or religious description, and, as a rule, give no cause for apprehension unless they are tampered with by outside influences. When the social reformer is induced to dabble in politics, or when interested persons rake up the ever-smouldering ashes of agrarian discontent, there is always the prospect of trouble. They are in themselves an extremely loyal people, but intensely jealous of their privileges, and easily played upon and led away. During the autumn many of the Hos of Singhbhum became the dupes of a non-co-operator, who had recently been released from jail, and under his tuition refused to pay the customary market tolls. The agitation was engineered in secret, and had attained considerable strength before it became known to the authorities. It was then necessary to arrest a number of these unfortunate men, whose feelings were by this time thoroughly inflamed, and commit them to prison in default of security to keep the peace. The opening months of the year 1925 witnessed a slight recrudescence in the activities of the *Tana Bhagats*, a sect of the Uraon community, whose vagaries had attracted some attention in 1922. But after one or two infructuous demonstrations the movement relapsed into obscurity. The appointment of a commission to explore the possibility of amalgamating the Oriya-speaking tracts under one administration provoked a good deal of interest in Orissa, and the result of these enquiries is anxiously awaited there.

Administrative changes.

In the purely administrative sphere of Government the period with which we are dealing has witnessed one or two important developments. In 1924 a thorough scrutiny was undertaken of the Provincial and Subordinate Civil Service cadres. As a result of this investigation the number of sanctioned posts in both the services was found to be inadequate, and in January 1925 the cadre of the Provincial Service was increased by seven posts, while twelve posts were added to the Subordinate Service. Some months before these orders

had been passed, a change had been made in the method of appointment to the judicial branch of the Provincial Service. Formerly a munsif, on being recruited from the bar, was not confirmed in his appointment until a vacancy occurred, and in this way he might have to wait for some time after he had served his probation, before he could secure a permanent post. Under the new system, he becomes a full member of the Service from the date of his recruitment, and will be confirmed after a definite probationary period, provided that he qualifies. The cadre of judicial officers also was increased in order to provide a reserve for those on leave or deputation.

The increasing volume of work in the Secretariat has necessitated the appointment of a fifth Secretary, and the sanction of the Secretary of State was obtained in April 1924 to the permanent retention of this post.

The Lee Commission.

In February 1924 the Royal Commission on the superior services in India visited this province. Their report was published in the following May, and the orders of the Secretary of State were received by the local Government in January 1925. Those orders are too well-known to need recapitulation here, but it may be remarked that the pecuniary benefits derived therefrom by a body of hard-pressed officials seem to have diverted the public attention almost entirely from the epoch-making decision to provincialize many great Imperial services.

Changes in the Government.

Towards the end of March 1925 His Excellency Sir Henry Wheeler proceeded on leave to England for four months, and the Hon'ble Sir Hugh McPherson, Vice-President of the Executive Council, assumed office as acting Governor of the province. The vacancy on the Council was filled by the appointment of Mr. E. L. L. Hammond. No other change in the Government has taken place. The Hon'ble Sir Fakhr-ud-din and the Hon'ble Ganesh Datta Singh have continued to hold charge of the Transferred Side, as Ministers of Education and Local Self-Government respectively.

CHAPTER II.

Finance.

The financial position of the province in 1922;

ABOUT three years ago Bihar and Orissa seemed to be heading straight for bankruptcy. To all appearances little short of a miracle could save it. Despite the rigid refusal to look at any scheme, however desirable, which involved new expenditure, the estimated annual spendings outran the estimated receipts by half a crore of rupees. In March 1921 the provincial balance—the accumulated savings of previous years—had stood at just over one crore. Twelve months later it was anticipated that a withdrawal of Rs. 40 lakhs from this balance would be necessary to meet the obligations of 1921-22, and that a still larger withdrawal would have to be made in the following year, reducing the balance in March 1923 to the paltry sum of Rs. 7 lakhs. And what was to happen after that? The prospect was naturally, and rightly, viewed with dismay by the members of the Legislative Council, and the anxiety felt by Government was certainly no less keen.

and its subsequent recovery.

The rapid transformation of the financial position during the following months forms not the least remarkable chapter in the history of the province. The gloomy prognostications of March 1922 were never fulfilled. The obligations of the financial year then ending were met with the help of only a trifling inroad on the provincial balance, and in 1922-23 the receipts were actually in considerable excess of the expenditure. Since then the provincial balance has steadily increased, and at the end of 1923 it was possible to declare that the financial position no longer gave rise to acute anxiety.

The position in March 1924.

In March 1924, when the budget for the impending financial year was presented, the actual balance in hand on the 1st April 1923 was revealed as something over Rs. 143 lakhs, and the estimated balance on the 1st April 1924 was placed at nearly Rs. 170 lakhs. The revenue of the province for the ensuing

year was calculated to be Rs. 5,34,42,000, while the corresponding expenditure required for carrying on existing activities, was reckoned at Rs. 4,91,33,000. In these circumstances Government felt justified in carrying a step further the policy on which they had cautiously embarked in the preceding year—viz., that of sanctioning new schemes of activity in the various departments of administration, and thus undertaking fresh financial liabilities, often of a "recurring" or permanent nature. To such schemes the substantial sum of Rs. 32 lakhs was devoted in the budget for 1924-25, which even then showed a surplus of some Rs. 11 lakhs, apart from certain capital heads which must be taken into account for the purpose of determining the provincial balance. After making allowance for these latter heads, the estimated closing balance on the 31st March 1925 was about Rs. 180 lakhs.

The position in March 1925.

Such was the position in the spring of 1924. The spring of 1925 saw the introduction of another budget, and the analysis of the provincial finances may thus be carried one stage further. The finally published accounts for 1923-24 showed that the opening provincial balance on the 1st April 1924 was close on Rs. 176 lakhs (or roughly six lakhs above the figure that had been anticipated), and the revised estimate of the closing balance in March 1925 was about Rs. 186 lakhs. The estimated revenue for the year 1925-26 was Rs. 5,43,88,000, while the expenditure charged to revenue, without providing for the further expansion of activities, worked out to Rs. 5,20,98,000. This left a surplus margin of about Rs. 23 lakhs on income proper—excluding once more those capital transactions to which reference has been made in the preceding paragraph. This margin, it is true, is not much more than half the surplus of the previous year, but such a result was inevitable in view of the increased liabilities which were then undertaken. Reverting to a practice to which recourse was sometimes taken in earlier years, but which had been temporarily suspended, a sum of Rs. 10 lakhs out of this surplus was earmarked for supplementary demands. A number of these demands are always put forward as the year proceeds, and in some respects it is more convenient to have a definite provision set aside, from which they can be met. It then became clear that, if a further batch of new schemes was to be sanctioned on anything like the same scale as had been done in the previous year, the required funds would not be forthcoming from current revenue, and it would be necessary to withdraw a part of the accumulated balance. After careful consideration the Finance Department were able to advise Government that this course might safely be adopted. The total

amount allotted to the expansion of activities during 1925-26 was Rs. 47½ lakhs, not counting a special provision of Rs. 5 lakhs for loans under the State Aid to Industries Act. The net result of all these provisions, and of the various transactions under capital heads, is that the provincial balance at the end of 1925-26 is expected to be Rs. 155¾ lakhs, or approximately Rs. 30 lakhs less than it was at the beginning of the year.

The Famine Insurance Fund.

Before discussing the arguments which may be held to justify a policy of deliberate trenching on the provincial balance, it seems advisable to explain briefly the position in regard to what is known as the Famine Insurance Fund. The Devolution Rules framed under the Government of India Act require that an annual payment of Rs. 11,62,000 should be made to this fund out of the provincial revenues, until the amount paid in reaches a total of roughly Rs. 70 lakhs. This fund constitutes a part of the provincial balance, but it cannot be utilized except on actual operations for the relief of famine or its prevention (such as protective irrigation works) and on loans granted either for relief purposes or to agriculturists under the Agriculturists' Loans Act. Any expenditure incurred on the above objects during a normal year is met by a reduction in the annual payment to the fund, and the necessity for encroaching on the fund's balance will arise only when the annual payment is inadequate to meet the requirements. It is estimated that at the end of 1925-26 a sum of nearly Rs. 55 lakhs will stand to the credit of the fund; so that, in the absence of grave natural calamities, the prescribed total should be reached in another two years. Thereafter the annual payments may be suspended, so long as withdrawals do not bring the total below Rs. 70 lakhs.

The provincial balance.

The bearing of the Famine Insurance Fund on the question of withdrawals from the provincial balance is now clear. When it is estimated that the accumulated balance at the end of 1925-26 will be Rs. 155¾ lakhs, it must be borne in mind that about Rs. 55 lakhs out of this amount belong to the Famine Insurance Fund, and cannot be touched except for the specific objects set forth above. In order to arrive at what may be called the *free* or *effective* balance, this portion must be left out of calculation. It will be seen, then, that the consequence of withdrawing some Rs. 30 lakhs from the savings of previous years is to reduce the effective balance to almost exactly one crore of rupees, the figure at which it stood in March 1921. Now it may not unreasonably be asked: "What safeguard is there against a

repetition of the financial crisis which overtook the province then? If this contingency still exists, is it justifiable to adopt a policy of deliberately reducing the provincial balance? "

The first answer to these pertinent questions is that the position to-day is different from that in 1921. The provincial finances had then only just been separated from the Imperial finances, and the result was not known. The position has now become more stabilized. The normal annual income and, to some extent, its normal rate of development can be better estimated. Liabilities, too, are more clearly defined. It is true that Excise is the most fruitful source of revenue, and that this state of affairs, besides being undesirable, is inevitably fraught with some uncertainty. It is true also that, after making due allowance for all other factors, the transformation of the financial position three years ago was mainly due to the recovery of the Excise revenue. But the recurrence of a sudden and unforeseen fall in this head of revenue is unlikely, and the degree of risk involved depends upon the nature of those extra financial liabilities which have been undertaken during the last two or three years. The fresh activities initiated during 1924-25 were responsible for an immediate addition of Rs. 32 lakhs to the provincial expenditure. But the increase brought about by these schemes in the *recurring* expenditure of the province was limited in 1924-25 to Rs. 9¼ lakhs; and, when the schemes have fully matured and their cost has attained its maximum, the permanent burden imposed by them on the exchequer should not exceed Rs. 12½ lakhs. All the rest of the expenditure was of a *non-recurring* character—e.g. the cost of building, equipment and the like—which, once incurred, is virtually over and done with. Similarly, out of Rs. 52½ lakhs allotted to new activities for 1925-26, only Rs. 14½ lakhs represent *recurring* expenditure, and all the rest is *non-recurring*. When these schemes in their turn have matured, the ultimate recurring liability involved by them should be under Rs. 18 lakhs. The cardinal requisite for a sound financial policy is that the permanent expenditure should not exceed the permanent income, and, so far, this criterion has been satisfied. For it was calculated in March 1924, as already narrated, that the expenditure required for carrying on the then existing services was Rs. 4,91,33,000. Since then new recurring liabilities have been assumed, which will eventually aggregate about Rs. 30 lakhs, raising the permanent expenditure to Rs. 5,21,33,000. Against this there is a present income of Rs. 5,43,88,000. It should not be forgotten, however, that pensionary charges are continually increasing.

The justification for cautious withdrawals.

The nature of new liabilities.

Prospective additions to resources.

There is another factor in the present financial position which makes for security. It has been explained above that, under normal conditions, the Famine Insurance Fund will reach its maximum after another two years, and the regular annual payments to the fund may then be suspended. This means that, on the average, a further sum of Rs. 11 lakhs a year will be set free for the ordinary expenses of administration. Again, the province is still engaged in paying off the balance of the old provincial loan account—a legacy from the pre-Reform days; and under this head an annual levy of about Rs. 7½ lakhs is made by the Government of India. Seven instalments remain to be paid, and thereafter another welcome addition will accrue to the net resources of the province.

Final vindication for the withdrawals.

Such being the situation, the question which the Finance Department had to consider was whether it could properly close its ears to the insistent demands for more money, which were constantly put forward by the other departments, particularly on the Transferred Side. The extreme financial stringency which prevailed until recently was responsible in a large measure for the lack of enthusiasm displayed over the working of the Reforms. The popular departments, it was said, were being consistently starved, while the requirements of the Reserved departments received preferential consideration. The justice of this criticism will be discussed shortly, but there is no doubt that the amount of money available for those departments in which popular interest is naturally centred was small, and the consequent resentment was not difficult to understand. The financial position has now materially improved, and, in the words used by the Finance Member when introducing the budget for 1925-26, it was felt that " there was now no good reason for striving deliberately after further accumulations at the expense of postponing indefinitely a number of sound schemes for the benefit of the tax-payer ". The propriety of such a decision will probably not be challenged. It certainly was not challenged by the Legislative Council. At the same time it is desirable to add a note of warning. The process of tampering with the provincial balance is not one that can be continued indefinitely. Moreover, there is no denying that in the last three years expenditure (even the purely recurring items) has been growing more quickly than revenue. This again is a process which obviously must have an end. To quote again from the Finance Member's budget speech, " in future years, if local bodies do not raise their own taxation for development purposes, and the present tendency continues of expecting Government to bear all the burden of expansion, we shall

THE SECRETARIAT, PATNA.

obviously either have to call a halt or seek after new sources of revenue ".

Taxation.

Any talk therefore of remitting the slight burden of extra taxation which was imposed in 1923 must be regarded as ill-advised, unless the expenditure of substantial sums on education, medical relief and so forth is to be brought to an abrupt termination. Retrenchment has once more been put forward in some quarters as an alternative to taxation, but little more can be expected in this direction. As was pointed out to the Council, the margin for economies is small, as this province was never in a position to indulge in luxuries; and the whole field has recently been thoroughly explored.

Reserved and Transferred departments.

It may be instructive to examine the oft-repeated assertion that Government are guilty of favouritism towards the Reserved departments in their distribution of funds. In the first place it is necessary to emphasize the broad line of distinction between the groups of departments on the Reserved and Transferred Sides respectively. The former are, generally speaking, the " security " departments, those without which the administration of the province would immediately break down. These include the agencies for the collection of revenue, the maintenance of law and order, the administration of justice and the custody of criminal offenders. On the other side we have what may be styled the " progressive " departments, which are concerned with the mental and bodily amelioration of the people and their material prosperity. Among these departments are to be found those responsible for the education of the people, their health, their agricultural interests and their industrial welfare. Now it is clear that the maintenance of the security departments must be the first charge on the provincial revenues. Without the district officer and his *cutcherry*, without an adequate force of police, and without the law-courts and jail, the administration of a district could not go on; the machinery would come to a standstill. The same cannot be said of the progressive departments. On the other hand, it is equally clear that the amount of money which may be usefully spent on maintaining the essential services is limited, while the activities of the other group of services are capable of almost indefinite expansion. In other words, expenditure on the Reserved departments varies little in amount, once a reasonable standard of efficiency has been reached, but it is absolutely compulsory. Expenditure on the Transferred departments is limited largely by the resources available, but it can be curtailed, if need be.

The financial treatment of the Transferred Side.

In examining the treatment that has been accorded to the Transferred departments in Bihar and Orissa, it is further irrelevant to complain that expenditure on them is less than that prevailing in other provinces. One critic will point out that the United Provinces are able to devote more money to education than to Police, while in this province the position is reversed. Another critic will make a grievance out of the fact that a smaller proportion of the total provincial revenues is devoted to medical relief than in Bengal. But such criticisms merely demonstrate the undoubted and unfortunate fact that the province is comparatively poor. The only valid line of enquiry is to ascertain whether this province administers the Reserved departments as economically as possible, and devotes all that can possibly be spared to the remaining services. Judged by this criterion, whether by the test of expenditure *per* head of population or expenditure *per* square mile, Bihar and Orissa spends far less on the maintenance of the security services than any other province in India; in some cases not one half. Where this province spends three annas a head on General Administration, the United Provinces spend five annas; where Bihar and Orissa spends Rs. 100 a square mile on Police, Bengal spends Rs. 230; and so on. It has been repeatedly demonstrated that this province is the poorest of all; how then can it be expected, after providing for the indispensable machinery of Government, to have the same surplus for its more beneficent activities as is enjoyed by its wealthier neighbours?

Distribution of fresh funds.

The baselessness of the charge of favouritism that has been brought against Government in this matter can be demonstrated in another, and perhaps a more striking way, seeing that it is independent of all theoretical considerations. Reference has been made earlier in this chapter to the substantial sums of money which have been released during the last two or three years for undertaking fresh activities. It will be instructive to see how these amounts have been distributed between the Reserved and the Transferred departments. This information is given in the diagram facing this page, which shows the total allotments, both recurring and non-recurring, provided for new schemes of expenditure in the last four budgets, excluding the neutral province of Angul. The division of these allotments between "Reserved" and "Transferred" is sufficiently remarkable; and it will be observed that the disparity becomes more striking as time goes on. But even this is not the whole story. Out of the comparatively small sums doled out to the Reserved side, by far the largest amounts were for items of *non-recurring* expenditure, which do not involve any future

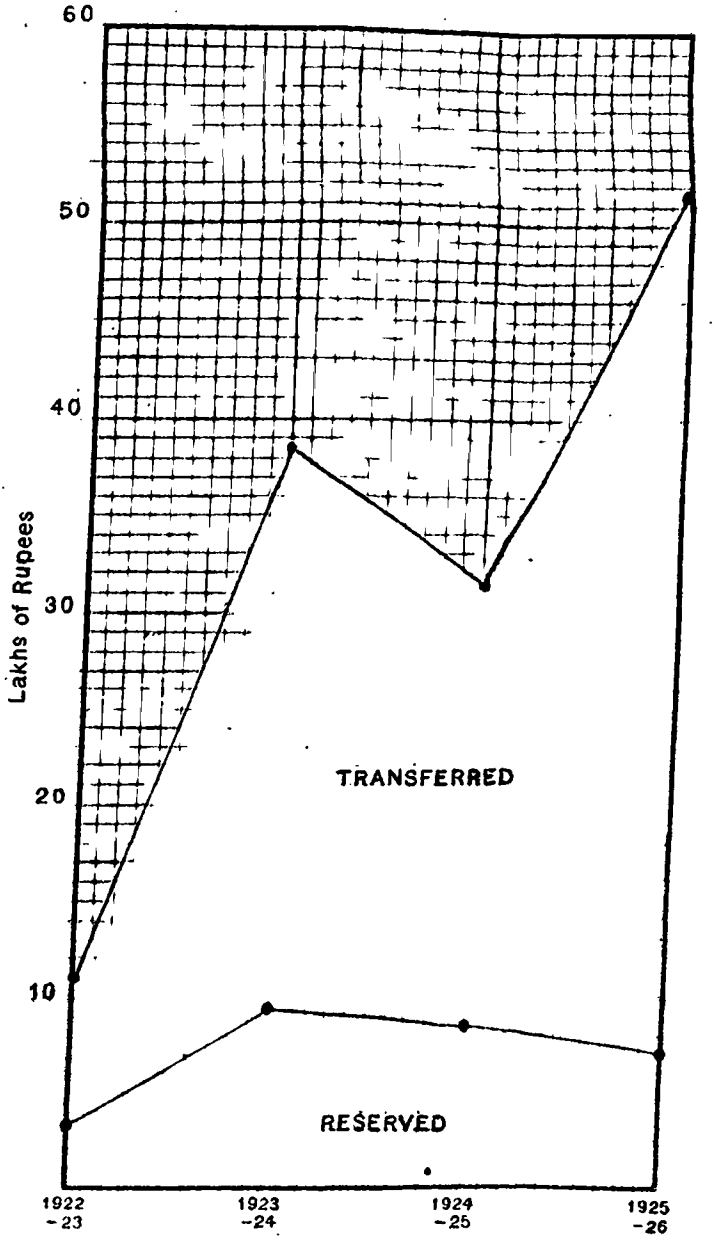


Diagram showing the total amounts that have been allotted to reserved and transferred departments respectively for new projects during each of the last four years

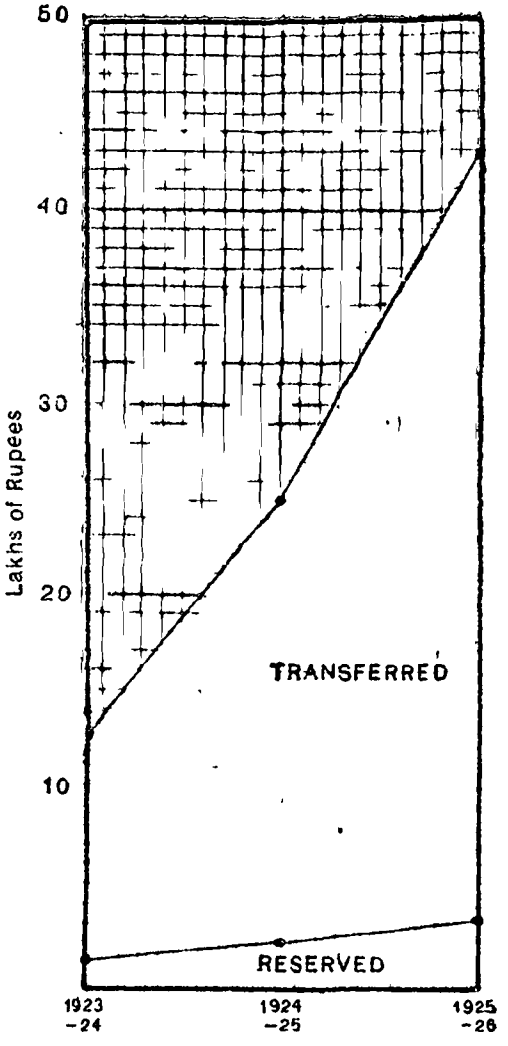


Diagram showing the ultimate expansion in the reser--ved and transferred departments respeotively that will result from the new projects initiated during the last three years.

Recurring expenditure only has been shown.

liability. A more realistic appreciation of the facts will be obtained by looking only at that expenditure which entails a permanent expansion in the activities of the department concerned. This aspect of the situation is illustrated by the following diagram, which is confined to *recurring* liabilities recently undertaken, and includes not only the provision made for such projects at the time of their initiation, but also the ultimate cost which they will involve when they have fully matured. The year 1922-23 has been excluded from this graph, as practically no fresh recurring expenditure was sanctioned during that year. In the face of these two diagrams it will surely be agreed that the outcry against Government is without reasonable foundation.

Reductions made by Council;

The general attitude of the Legislative Council towards finance will be discussed in the succeeding chapter. At this stage it is proposed to record only the actual effect on the financial position of the discussions in Council. During the debate on the budget for 1924-25, twenty-eight motions for the reduction or omission of demands were discussed. Of these seven were carried, nine rejected and twelve withdrawn. The total reduction in the estimates brought about by the seven successful motions was Rs. 9,95,991—a very much larger sum than has been cut from any previous budget. Six out of the seven motions were concerned with Reserved subjects, and the Governor felt it incumbent on him to certify a portion of the expenditure in question as being essential to the discharge of his responsibility. The amounts thus restored to the budget aggregated Rs. 4,98,403, or almost exactly half the original reduction. In the following year thirty motions for the omission or reduction of budget demands were discussed, but only two of these were carried, all the remainder being either negatived or withdrawn. Moreover, the two motions adopted were only for nominal reductions of Rs. 100 each, designed to call attention to certain alleged defects in the administration, rather than to cut down the actual expenditure. Between January 1924 and March 1925, eighty-five supplementary demands and three demands for excess grants were presented to the Council; and all of these were passed, with the exception of one supplementary demand.

in the budget for 1924-25;

in the budget for 1925-26.

Supplementary demands.

CHAPTER III.

The Legislative Council.

The second Reformed Council.

The second Legislative Council of the Governor of Bihar and Orissa met for the first time on the 15th January 1924. This date thus marks an important stage for this province in the progress of the Reforms. An analysis of the general election, which had taken place at the end of 1923, was contained in the last volume of this series. No fewer than 42 new members were welcomed to the Council Chamber on the opening day, while 33 old members returned to the scene of their former activities. During the first fifteen months of the lifetime of the new Council there were ten bye-elections, of which four were uncontested. The names of all the members holding seats at the end of March 1925 will be found in appendix II.

Its officers.

Throughout this period Khan Bahadur Khwaja Muhammad Nur continued to preside over the deliberations of the Council as its nominated President. A new Deputy President was elected at the beginning of the first session, and the choice of the House fell on Chaudhuri Bhagabat Prashad Samantarai Mahapatra. Mr. J. A. Saunders, I.C.S., who had served as Secretary to the Council since April 1922, vacated that office after the first session of 1924, and the post was removed from the cadre of the Indian Civil Service. The new Secretary was Mr. J. A. Samuel, a member of the Bar, who had formerly been Mr. Saunders' assistant.

The Swarajist Party.

It has been related how, during the general election, there was a group of candidates, who, though not actually pledged to the *Swarajya* party, were supported by it. This group soon set about the task of forming a Swarajist party within the Council, but they determined to accept the general programme so far only as it was suited to local conditions and the limitations of their own organization. Numerically this party was not very strong; and its function was rather more to lead the opposition against Government in debate than to adopt purely obstructive tactics. They constitute, however, the only party which can be rightly described as organized.

Departmental committees.

In his opening address to the new Council His Excellency announced an important change of procedure with regard to the constitution of the standing committees. The purpose of these committees is two-fold; first, to form a connecting link between the Legislature and the Executive, whereby the former is enabled to exercise an influence on the administration; and secondly, to familiarize the non-official members of Council with the processes of government, and to give them an insight into departmental work. Excluding the statutory committee on public accounts, there had hitherto been only two standing committees—one for Reserved subjects and the other for Transferred. The number of councillors who could participate in this work was thus small, and the educative value of the committees was correspondingly limited. Again, different members naturally specialize in different subjects, and it was obviously desirable that each member should have the opportunity of advising on those subjects in which he was particularly interested, and to which he had devoted thought. It was decided, therefore, to substitute for the two standing committees a number of "departmental committees", nine in all, each dealing with an important branch of the administration, such as Police, Education, or Development. Five of these committees appertain to Transferred subjects, and four to Reserved. In each case the Member or Minister in charge acts as chairman; the Head of the Department concerned is a member, and the departmental Secretary to Government is the committee's secretary also. For the rest, each committee consists of four non-official members of Council, who are elected by their fellow-members, and hold office for one year. It is thus possible for nearly half of the non-officials in the Council to gain experience of this work at one time, (though there is no bar against the same member sitting on more than one committee), and the frequency with which new committees are elected should give an opportunity of serving to everybody who is keen to do so.

Council sessions.

Between January 1924 and March 1925 the new Council held three sessions, the first and last of which were at Patna, and the second at Ranchi. Altogether the Council met on 57 different days. No less than 19 meetings were wholly devoted to non-official business, and two others were partly occupied in the same manner. It will thus be seen that more than one-third of the whole time of the Council was given up to this form of business. This (from the private member's point of view) compares favourably with the record of previous sessions—still more so with the records of other provincial Councils and their common prototype in England.

Legislative activity.

In the sphere of legislation as many as six Bills were passed into law during the period, but few of these were very important measures. The Bihar and Orissa Aerial Ropeways Act is designed to facilitate the construction of overhead ropeways, and in particular to assist the process of sand-stowing in mines. The Chota Nagpur Encumbered Estates Act was amended to provide for the contingency of civil litigation between two estates under management. Hitherto the manager has been charged with the conduct of such cases on behalf of both the disqualified proprietors, and has naturally found the task difficult. In future each proprietor will be provided with an independent representative. A third piece of legislation had the effect of bringing the Sambalpur municipality under the Bihar and Orissa Municipal Act; hitherto it had been governed by an enactment of the Central Provinces. The Jharia Water-Supply (Amendment) Act removed certain defects in the original Act of 1914, and gave effect to some proposals of the Jharia Water Board. None of these measures provoked any serious opposition. A Bill which aroused more interest among members generally was that which provided for the salary of the President of the Legislative Council. This was made the occasion for some discussion and good-humoured raillery. Eventually the Council accepted the modified salary proposed by the Select Committee, and reached a dignified solution of the delicate question whether the President should be at liberty to undertake other work during the tenure of his office. The chief significance of this Act is that it foreshadowed the early appointment of the President of the Council by election in place of nomination.

The Council President's Salary Bill.

The Local Funds Audit Bill.

A more controversial piece of legislation was the Bihar and Orissa Local Funds Audit Act. In view of the increased powers and responsibilities of local bodies, and their rapid transfer to the hands of non-officials, over whom Government clearly have not the same power as over their own officers, it was considered essential to strengthen the audit branch by giving it a legal power of surcharge. This measure was violently opposed by a section of the Council, who argued that it constituted a deliberate slur on the good faith of those who had recently assumed control of district boards and municipalities. The suggestion was made that no self-respecting person would be willing to accept office in a local body if this Bill were passed. However, when the Bill was circulated to elicit opinion, it was found that most of the

district boards and municipalities supported it either *in toto* or with certain modifications. But this did not lessen the opposition in Council, and permission to refer the Bill to a Select Committee was only given after a strenuous debate, which was carried to a division. In the committee stage Government went as far as they could to meet their critics. The principle of surcharge was regarded as the essential feature of the measure and could not be abandoned; but in several other respects the provisions of the Bill were modified. When it re-appeared in Council, its opponents attempted to get it re-circulated for further opinion, and this attempt having failed, the Swarajist members intimated that they would not take any further part in the discussion. The Bill was then passed into law. Government made it clear that their intention was not in any way to curtail the power that had been given to local bodies, but rather to give the public confidence that their money was being properly spent.

Private Members' Bills.

In addition to the six Government measures described above, which were all enacted, three Bills were introduced into the Council by non-official members. The Chota Nagpur Tenure-holders Separate Rent Account Bill aimed at giving relief to tenure-holders whose estates are liable to be sold up for arrears of rent incurred by their co-sharers. This Bill was circulated for opinion, which was found to be generally adverse to the remedy proposed. The objections were pointed out by Government, and the sense of the Council was clearly opposed to proceeding further with the measure as it stood. Eventually, Government undertook to explore various alternative methods of alleviating the grievances of these under tenure-holders, and the Bill was withdrawn.

The Bihar and Orissa Municipal (Amendment) Bill, which sought to give to householders the option of having their holding tax assessed on the actual cost of constructing the house, was formally introduced during the course of the third session.

The third private Bill was designed to amend the Bengal Tenancy Act. This also had not progressed beyond the introductory stage. It is concerned, *inter alia*, with the transferability of holdings, with rights in trees and with the definition of a proprietor's private and privileged lands, all of which are highly controversial issues. Unhappily the attempts to reach a compromise between the representatives of the landlords and tenants on the vexed question of agrarian legislation have not hitherto been attended with success. This measure was brought forward by the " raiyats' party ", and signs were at once forthcoming that it would meet with strong

opposition. Nor were Government able to hold out any assurance that they could give the Bill their blessing.

The Council and Finance.

The " power of the purse " is one of the most important attributes of the Reformed Councils; indeed, by many it is considered the most important attribute of all. The full and proper exercise of this power has been hampered in the past by the difficulties which members naturally experienced in understanding the intricacies of this complicated and extremely technical subject. These difficulties are now less than they were. During the general discussions on the budgets of 1924-25 and 1925-26 spontaneous tributes were forthcoming to the lucidity with which the financial position was explained by Government and the mysteries of the budget unravelled. The Council, on its side, has shown zeal in mastering the complexities of the financial system; and the speeches of members are now better-informed, their criticism more discerning, than was the case four years ago. Of course misunderstandings may still occur. Thus the budget for 1925-26 was generally described either as a " prosperity budget ", which it could hardly claim to be, or as a " surplus budget ", which it certainly was not. It has already been shown that it contemplated a deficit of some Rs. 30 lakhs.

General budget discussions.

The main line of attack followed that of previous years. The demand for lightening the burden of taxation was doubtless actuated in part by mistaken ideas about the " surplus budget ", but even so, it was not pressed so strongly as formerly. Complaints were not lacking of the disproportionate share in public expenditure alleged to be claimed by the Reserved departments. The validity of this criticism has been examined in the preceding chapter, and there were welcome signs that the Council, as a whole, did not fail to appreciate the generous treatment accorded to the Transferred side in the distribution of new funds. The excise revenue was again subjected to bitter attacks, and a like treatment was meted out to the " brick and mortar " policy of Government, as it is popularly called.

Voting of demands.

However, the manner in which the Council discharged its responsibilities in the realm of finance is to be gauged, not so much from the speeches delivered in the general discussions of the budget, as from the reductions actually carried out in the demands submitted to their vote. From this point of view

the second Reformed Council maintained a reasonable sense of the realities. It is true that the total reductions effected in the budget of 1924-25 reached the considerable sum of about Rs. 10 lakhs—a far higher figure than in any previous year. But it must be remembered that in the former Council the extremist school of politicians was not represented, while it is only human that a new Council, many of whose members had never before found themselves in a position of such authority, should not be unwilling to put its power to the test of actual experiment.

Reductions in the budget of 1924-25.

Some of the reductions in the budget of 1924-25, however, can only reasonably be accounted for on the assumption that it was foreseen that effect would not be given to them. The demand of Rs. 1,79,077, representing the provision for the main office establishment of divisional Commissioners, was omitted altogether, as a protest against the retention of the post of Commissioner. Now the Secretary of State alone is competent to abolish this post, and the views of the local Government had already been forwarded to the Government of India. So long as Commissioners remain, they must obviously have an office establishment. The Governor had no option in this case but to use his extraordinary powers to restore the provision to the budget.

Similarly, a sum of Rs. 1,46,100 was reduced from the provision for " Pay of officers ", under the head " General Administration " by way of recording a protest against the system of administration in the Santal Parganas. Here again it was obviously necessary to restore the amount by certification.

The Irrigation demand was reduced by Rs. 1,23,226, as a protest against the recent enhancement of water-rates and the failure to accept the Retrenchment Committee's recommendations in the matter of irrigation. The cut was not directed against any specific item of expenditure. The Irrigation budget had been framed on economical lines, and contained no surplus from which a saving of this amount could be effected. It was therefore restored.

A provision of Rs. 83,290 for kanungo establishment was omitted from the Land Revenue budget on the ground that kanungos were unnecessary. The arguments advanced in favour of this view were not altogether consistent, and in any case it was obviously impossible to annihilate this large establishment by a stroke of the pen, without giving notice or compensation to the officers concerned. Following on the vote of the Council, Government immediately instituted an enquiry to ascertain whether the

retention of kanungos was in fact essential, whether their number could be reduced, or whether their services could be performed by some other agency. Meanwhile, the work clearly had to be carried on, and for this purpose the provision was restored in part. At the next session of the Council the results of the enquiry were placed before the members, who thereupon voted the balance of the grant by a substantial majority.

The remaining reductions gave effect to the dislike felt by the majority of the Council for what they regard as the excessive expenditure of the Public Works Department. Besides refusing to countenance the expenditure of some Rs. 10,000 on the acquisition of a particular house, they cut down the total grant for Civil Works on the Reserved Side by about 10 per cent, and on the Transferred Side by about 5 per cent, the reduction in each case being well over Rs. 2 lakhs. Two of these three amounts related to the administration of reserved subjects, but neither of them was certified.

Moral of the police vote.

One of the most encouraging features of the budget debates was that which was evidenced in the discussion of the Police budget. The expenditure on this department, which of necessity bulks large in the total disbursements of so poor a province, has always been unpopular with the Council, and a motion was put forward to reduce the vote by Rs. 7 lakhs. An interesting and exhaustive debate followed, in course of which it was shown that the maintenance of law and order in this province was being achieved at an exceptionally small cost, and that efforts were continually being made to enforce economy, even at the risk of impairing the efficiency of the force. The motion was eventually rejected by a single vote. A second motion, proposing a smaller lump sum reduction in the same demand, was withdrawn on the assurance of the Inspector-General of Police that he would endeavour to curtail the expenditure by about Rs. 2 lakhs, and that under normal conditions he had every hope of success. It may be remarked here that, when the budget for 1925-26 was presented, Mr. Swain was able to announce the fulfilment, in the spirit at least, of this undertaking. The anticipated savings in the budgetted expenditure were indeed considerably more than Rs. 2 lakhs, but certain abnormal and entirely unforeseen charges had arisen, by which they were reduced to Rs. 85,000; and it is interesting to note that when a motion was again brought forward to reduce the demand under this head by Rs. 5 lakhs, it was rejected by a majority of 43 votes to 23.

Reductions in the budget of 1925-26.

The budget for 1925-26 passed through the Council practically unscathed. The only two reductions made were of Rs. 100 each. Both occurred under the head "Administration of Justice"; and both were votes of censure. The first dealt with the need for recruiting district judges from the Bar, and the second was an animadversion on the executive for its alleged interference with the judicial independence of the High Court. The procedure adopted in recording these votes of censure marks an important advance in constitutional usage. To vote a nominal reduction in the expenditure of any department is an accepted constitutional method of calling attention to some defect in its administration. In the preceding year it was sought to attain this object by omitting large sums from the budget of the department concerned, and compelling the Governor to have recourse to his power of certification. It was never intended that this extraordinary power should be invoked for such a purpose; and a heavy and unnecessary strain is imposed on the constitution by thus forcing the hand of the Governor, when the same purpose can be effectively served by the simple expedient of a nominal reduction.

The budget debates were for the most part unusually well-attended, and many motions for reducing demands were tabled. Some of these were withdrawn, after the Council was satisfied that the expenditure was really necessary or desirable. Others were keenly debated, and not infrequently pressed to a division.

A supplementary grant refused.

The one supplementary demand which was refused during this period, out of a large number presented, was concerned with the proposal to establish a munsif's court at Jamshedpur. Regarding this there was room for difference of opinion. The view of Government was that a flourishing industrial centre like Jamshedpur, with a larger population than any other town in the province except Patna, was entitled to its own *munsifi*, and should not be expected to take all its litigation to the district headquarters at Chaibassa. The Council looked rather to the actual number of civil suits that had been instituted in the sub-division, and concluded that the figures did not justify this additional expenditure.

Council resolutions.

The third main vehicle for the exercise of the Council's influence is the moving of resolutions. During these three sessions thirty-six non-official resolutions were discussed, out of which twenty-two were adopted (either with or without a division), five were

negatived, and nine were withdrawn. In addition to the above, one resolution was moved by Government relating to the future of Patna University; and to this reference will again be made later. Political subjects occupied a less prominent place in the non-official *agenda*, and their place was taken by a series of constructive suggestions.

Among the few exceptions was a resolution for the release of political prisoners. This debate looks like becoming an annual function, though Government had explained their position very fully on the occasion of previous debates, and on this occasion they added further cogent reasons for their inability to accept the Council's recommendation.

In the same session another familiar subject was debated—namely, the separation of judicial and executive functions. Following on a resolution of the Council which was adopted in 1921, the local Government had appointed a committee which submitted its report in the succeeding year. In the resolution now moved three requests were made : first, that this report be published forthwith; secondly, that Government should announce their final conclusions on it within three months from the date of publication; and thirdly, that provision should be made in the budget of 1924-25 for carrying out the committee's recommendations. In reply, Government pointed out that they had so far withheld publication of the report because it was thought preferable that their provisional conclusions thereon should be made public at the same time. There had been unavoidable delay in reaching those conclusions, because the recommendations of the committee would involve important legislative changes, regarding which a reference had been made to the Government of India. Until this aspect of the question had been decided, it was not possible to arrive at any decision, and the second part of the resolution could not therefore be accepted. The third part was obviously a financial impossibility, and this was eventually recognized by the Council. The other two requests were endorsed by a majority, and Government did what it could to meet their wishes by publishing the report.

A third resolution proposed that financial effect should not be given to the recommendations of the Lee Commission in this province until they had been discussed by the Council. This motion was adopted, but the debate was markedly free from bitterness and racial animosity. Though the local Government made it clear that they could not endorse the request, they forwarded a copy of the proceedings and of the voting to the Government of India.

On the last day of the third session a private member moved the adjournment of the House to discuss the report of the Reforms Enquiry Committee. Government took no part in the subsequent debate, as the report had only just been published and they regarded its discussion as premature. The general feeling of the speakers was that the conclusions arrived at in the Majority Report were disappointing; but it was noticeable that the speeches were delivered to more or less empty benches.

Among the many non-official resolutions relating to the important subject of education, perhaps the most interesting was that which dealt with the expansion of primary education. The motion was to the effect that a sum of Rs. 60 lakhs be spent on this object within the next two years, and that a committee be appointed to frame a scheme for its expenditure. After a long and interesting debate, in which Government explained what they had already done in this matter and what they proposed to do, the resolution was withdrawn.

Another outstanding resolution on educational affairs called for the opening of intermediate college classes at Ranchi to teach both arts and science courses. This was adopted. So far as the teaching of arts was concerned, Government did their best to carry out the proposal, but it was checkmated by the Senate of the University.

Other subjects discussed were the introduction of the *charkha* into the ordinary school curriculum, the development of the principal vernacular languages and literature of the province, the transfer of the control of school sub-inspectors to local bodies, and the extension of the University Training Corps. In most of these matters Government have given either complete or partial effect to the expressed desire of the Legislature.

Considerable interest was evinced by the Council in medical education, and three resolutions were devoted to this particular subject. One demanded the establishment of an Ayurvedic college of medicine; another called for the opening of a medical school at Bhagalpur; while the third recommended the appointment of a non-official advisory committee for the Patna Medical College. Each of these three resolutions was withdrawn, in consequence of the assurances forthcoming from Government.

The extensive damage and distress caused by recurrent floods has impressed itself deeply on the imagination of the Council, and no less than five resolutions on the subject of irrigation were discussed. The most important of these recommended the appointment of standing committees, comprising both officials and non-officials, to devise measures and to take action for the prevention of further

floods in certain districts. While Government were prepared to set up a number of district or divisional committees, which should include members of the Legislative Council, in order to investigate the larger aspects of this problem and to advise on all flood and drainage questions, they could not agree to *executive* committees. The Council, however, persisted in its recommendation. A resolution that the report of the Orissa Flood Drainage Committee should be rejected was withdrawn, after it had been explained to the mover that Government had not yet examined this report (and so obviously could not commit themselves to rejecting it), but they had invited from the public objections and suggestions, to all of which due weight would be given. In two kindred resolutions the executive was urged to take steps for the diversion of the rivers Shakri and Panchanay in south Bihar, with the object of preventing damage by inundation and restoring irrigational facilities to those agriculturists whose land had been affected by earlier changes in the course of these rivers. In regard to the Shakri river it was explained that various observations had been taken by different engineers to see whether the river could be trained back into its old course, but no scheme was found to be practicable, to say nothing of the prohibitive expense which any such attempt would involve. The Council was apparently unimpressed by these arguments. As to the Panchanay river, Government undertook to prepare a scheme, after consulting the local officers; and on this assurance the second resolution was withdrawn. Another member pleaded for the re-opening of the Saran canals, to which the reply was that such an enterprise would be financially unsound and of doubtful utility; but the proposal, nevertheless, received support.

Railway matters were much in evidence at the third session. An appeal was made for the opening of a branch line from Chakia to Sahibganj in north Bihar; other discussions centred round the inadequacy of station platforms and the lack of proper waiting-rooms for passengers. In these matters the final word rests with the Railway Board, to whom Government promised to transmit the proceedings of the Council, with their own recommendations thereon.

A number of miscellaneous topics were debated, some of them being of much interest. Prominent among these was the question of " votes for women ". As on the occasion of a previous debate on this subject, official members were left free to vote as they liked, and some interesting cross-voting was the result. The leader of the Swarajist party was accompanied into one lobby by several occupants of the Government benches, while in the other lobby

more officials rubbed shoulders with the main body of the opposition. But the majority were still clearly opposed to this " reform ", which was turned down by a slightly larger margin of votes than it had been before.

The closest division recorded during this period took place on a resolution to amend the Court-fees Act so as to prescribe a maximum limit on the fee leviable for the institution of suits. This suggestion was opposed by Government on the ground that it would benefit only a very few rich litigants. The voting resulted in a tie, and the resolution was negatived by the casting vote of the President.

A long debate on the early introduction of total prohibition ended in the rejection of this proposal by an overwhelming majority.

An equally long and spirited discussion arose out of the familiar proposal that the Urdu script should be authorized for pleadings in judicial proceedings, and once again the suggestion was decisively disapproved.

The interest taken by all sections in the working of the Bihar and Orissa Village Administration Act was demonstrated by the action of the Swarajist party in moving a resolution that this Act be introduced throughout the province within one year. This resolution was withdrawn, when the steps already taken by Government and their proposals for the future had been made clear.

The difficult agrarian problem was once more raised by the recommendation that the Bengal Tenancy Act be amended to suit the peculiar conditions of Bihar; but the discussion unfortunately contributed nothing towards a solution. Legislation had been introduced by Government the year before with this object in view, but no amicable settlement of the differences between landlords and tenants could be reached, and the question had to be dropped. The view of Government is that no useful purpose would be served by re-introducing any such measure, unless either there was a reasonable prospect of compromise or the relations between the two parties became so strained as to call for intervention.

A very important question was brought forward by the resolution calling for a permanent settlement of revenue in Orissa. The reasons given by Government for their inability to accept this proposal were set forth at length, but by a small majority the Council supported the demand of the Orissa landlords.

Another resolution, which was adopted, contained the recommendation that a grant of five lakhs be made to district boards for the construction of dispensaries. Government accepted the

spirit of this request, and explained that their chief difficulty lay in getting the local bodies to submit programmes for such expenditure.

The establishment of an increasing number of veterinary dispensaries was also successfully advocated; and mention may finally be made of the resolution in favour of an early revision of the Jail Code, which was accepted by Government.

Council questions.

It was perhaps inevitable that, with a new Council comprising so many new-comers, there should be an increase in the inquisitiveness displayed by members. During the three sessions under review the number of original questions asked rose to 904, and the number of supplementary questions to 839. Councillors are occasionally apt to complain that Government do not display that eagerness in satisfying their curiosity which they would like to see. But it should be remembered that every single question asked entails a certain amount of work on several people, while some of the interrogatories necessitate extensive enquiries, which are only too often disproportionate to the utility of the information sought.

CHAPTER IV.

Government and Economic Problems—I.

In approaching the main economic problems with which the Government of Bihar and Orissa are faced, it is of use to recapitulate the broad characteristics of the country and people, with whose welfare they have been entrusted. Including the Feudatory States, the province has an area of over 111,000 square miles; and the census of 1921 recorded its population as just under thirty-eight millions. That is to say, Bihar and Orissa is nearly twice as large as England and Wales, and not quite half as large as France, while in the number of its inhabitants it approximates closely to both these Western countries. North of the river Ganges the population is thickly distributed, and it grows sparser and sparser as one proceeds south, until in the Orissa Feudatory States the density to a square mile is no more than 150, compared with over 900 in the district of Muzaffarpur. The average density throughout the province is 340 to each square mile. In the whole area there are but four cities with 50,000 or more inhabitants, and the urban population represents only 3·7 per cent. of the whole. The increase in town-dwellers during the last generation has been so slight as to be almost negligible; for, where 100 persons lived in towns thirty years ago, there are only 109 to-day. The dominant factor in the economic life of the province becomes self-evident, when it is stated that out of every thousand persons 963 live in villages, 814 are directly dependent on agriculture for a livelihood, and 652 are ordinary cultivators.

Area and population of the province.

How the population is distributed;

From all these figures two broad considerations emerge. The first is that the growth of industrial activity in the province is extremely slow, and at striking variance (as will be seen later) with its industrial potentialities. The slowness of this growth is emphasized by the

and the economic aspect of this distribution.

circumstance that such increase as there has been in the urban population is confined almost entirely to Jamshedpur and the coalfields. The second serious consideration is that the pressure of population on the soil has now reached a point where it can hardly be carried further, unless one *bigha* of land can be made to do the work of two.

Rainfall and harvests in 1924-25.

This, in fact, is the problem which confronts the Agricultural Department of Government. But before attempting to see how it is being tackled, a brief survey may be made of the general economic condition of the province in 1924 and the first three months of the following year. From what has just been written, it will be readily understood that such a survey resolves itself largely into a review of the rainfall and harvests during this period. The winter rice crop of 1923, following as it did on two exceptionally good years, was estimated at about 20 per cent. below the average, and the year 1924 opened with the average price of common rice in the region of 9 seers to the rupee, but rising steadily instead of falling as it usually does towards the end of the harvest. Maize was selling cheaply at nearly 13½ seers to the rupee. From the end of January the seasonal rise in the prices of these two grains took its normal course until August, when a sudden jump carried rice to 6½ and maize to 8¾ seers to the rupee at the beginning of September. Meanwhile the *rabi* crops had suffered from a shortage of rain during the cold weather in Bihar proper, and the outturn of wheat in particular had been below the average. In a portion of the Santal Parganas the food stocks in the early months of the year were barely sufficient, owing to the failure of both paddy and *rabi* crops, and large advances were made under the Agricultural Loans Act for the purchase of seed. In the southern parts of the province there was sufficient rainfall in January and February; and some further good showers in April and May, which were more general, assisted greatly in preparing the land for the important broadcast crop of paddy. But the monsoon delayed its coming, and transplantation was therefore late, especially in Orissa. Excessive rain in July was followed by a shortage in August, and the condition of the rice crop at the end of that month gave cause for some anxiety. Fortunately the September rains were plentiful, and those in October adequate. A favourable *hathiya* fall did immense good, though this was partially discounted by the subsequent downpours in November. In the end the winter rice crop was distinctly good in most districts of Bihar and Chota Nagpur, and fair in Orissa; for the province

as a whole it was well up to the average. The price of rice had fallen to 7¾ seers in January 1925, and was still selling at 7½ seers at the end of March. One reason why a comparatively good harvest did not bring the price down lower than this is probably that the abnormal stocks accumulated in 1922 disappeared during the following year, and there was little (if any) surplus in 1924 for replenishing the reserves.

Bhadai crops did not fare so well. The shortage of pre-monsoon showers, combined with the continuous heavy rain in July and early August, reduced the area that could be sown and impaired the vitality of the crops. The autumn rice was saved by September rains, and its outturn was estimated at over 90 per cent. of the normal, but the percentage for *bhadai* crops as a whole was not more than 71. Maize suffered most of all, and the crop was less than half of what it should have been; with the result that the price of maize fell little after September, and at the end of the year stood 35 per cent. higher than at the beginning. As for the *rabi* crops of 1924-25, sowings were interrupted by the heavy rains of November, and the crops were somewhat uneven. But the cold weather rainfall was favourable, and the eventual outturn was a great improvement on the previous year, and little below the normal expectations. Wheat and oilseed crops in particular did quite well. Taken all round, there is little cause to complain of the harvests over this period, although, for the reason already explained, the price of food-grains generally ruled higher than it has done for some little time. In north-east Bihar the *bhadai* and *aghani* crops suffered material damages from flood in the latter part of August, and about Rs. 3 lakhs were distributed in *takavi* loans and gratuitous relief. But the loss of human life and cattle was small.

General economic conditions during this period;

While it is true that the general economic conditions in any given year are governed to a very great extent by the incidence of rainfall and harvests, there are of course other factors which cannot be ignored. An indelible mark was left upon the province by the most widespread and violent outbreak of cholera that it has known for many years, though the strenuous measures taken to combat the epidemic did much to lighten the economic distress which it would otherwise have produced. For the last three years the Department of Industries has published monthly index numbers in the provincial Gazette, showing the rise and fall in the cost of living for the working classes at six typical centres. In these tables regard is had to

the four indispensable commodities of ordinary existence—viz. food-grains, other articles of food, lighting and fuel, and clothing.

as reflected in the cost of living;'

The figures for 1924-25 show that, owing entirely to dearer grains, the general cost of living in five out of six centres was very slightly higher in March 1925 than it had been twelve months earlier. There was a general and substantial fall in the cost of clothing, while fuel and lighting also were cheaper throughout the province. Assuming that there has been no change in standards of comfort, the cost of living to-day varies at these centres from 55 to 92 per cent. in excess of the pre-war cost. As is to be expected, the most expensive places in the province are the large industrial centres of Jharia and Jamshedpur, where economic causes other than a mere fall in the value of money are at work to make existence more costly. Excluding these special areas, it may be reckoned that prices throughout the province are now about 60 per cent. higher than they were in 1914. It is of interest to see how wages have accommodated themselves to this situation. A rural wage census of Bihar and Orissa was held in April 1924, and the detailed results have been published with an explanatory note. The last census of this description was taken in April 1916, when the cost of living was perhaps slightly above the pre-war level, though the difference was not yet very noticeable. It was found that the increase in wages brought about by the last eight years varied considerably from place to place. To some extent this variation was the natural outcome of particular local developments; in other districts no simple explanation for it is found. But the census reveals clearly that the rise in wages has been more pronounced in what may be termed the lower ranks of skilled labour than in the ranks of unskilled labour. Taking the province as a whole, the unskilled workman now commands 60 per cent. more pay than he received in 1916, and this coincides with the rise in his expenses over the pre-war standard. The wages of the "skilled" workman on the other hand average about 100 per cent. more than they did at the time of the last census. During 1924-25 there was no appreciable divergence from the rates of wages obtaining in the previous year.

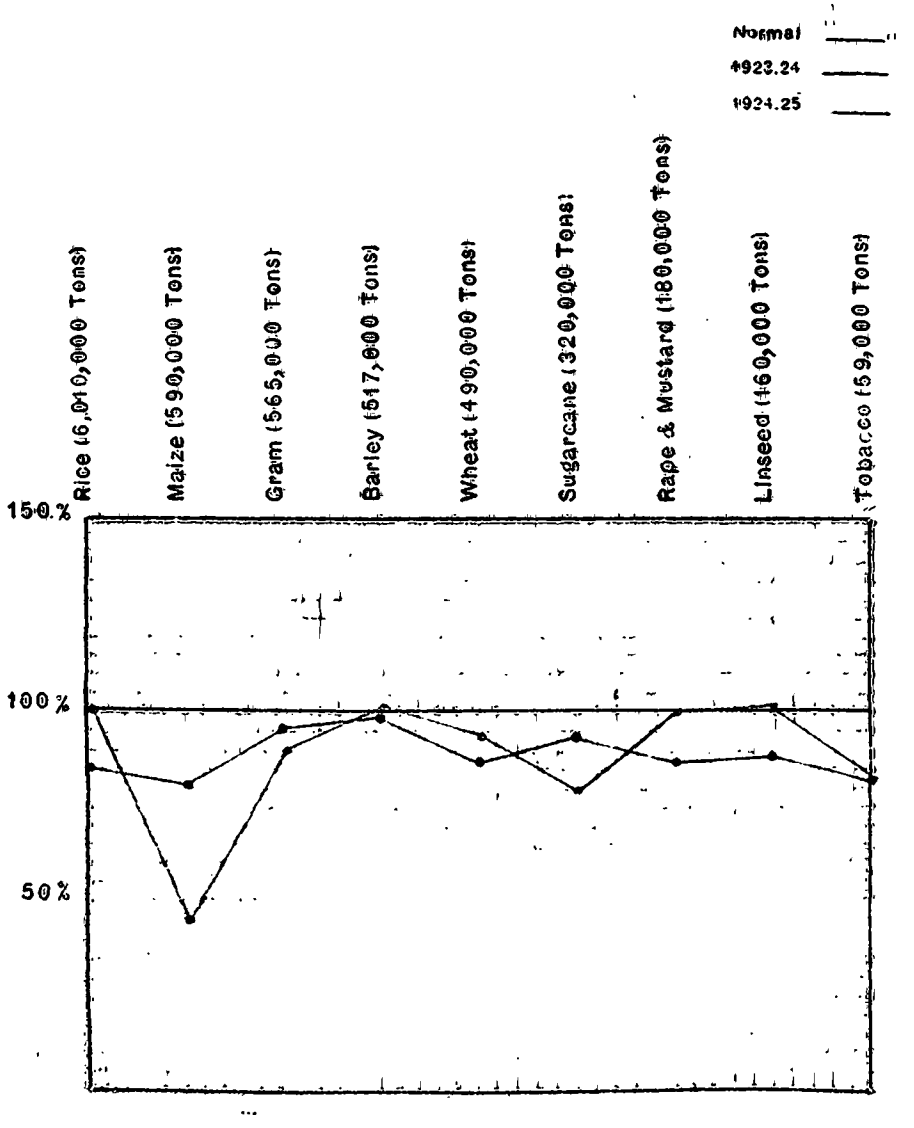
and in wages;

and in emigration.

A useful criterion of the general economic prosperity of the province is to be found in the prevalence of emigration to the labour districts of Assam. During the twelve months ending in June 1925, the total number of such emigrants from this province (including the Feudatory States) was 9,238. In 1923-24, the number had been

Diagram showing the normal outturn of the principal crops of Bihar and Orissa, and the actual outturns in 1923-24 and 1924-25.

(The figures in brachets represent the normal produce.)



11,044, and in the preceding year of plenty 4,968. The decrease in 1924-25 is attributable to a sharp reaction in the district of Sambalpur, which supplies the bulk of these recruits and had despatched no fewer than 7,853 in 1923-24. In almost all the other districts from which such labour is recruited there was a slight increase.

Principal crops of the province.

Just as agriculture dominates the economic horizon of the province, so is its agricultural welfare bound up in the cultivation of rice. Eighteen per cent. of the rice-growing area in British India is contained in Bihar and Orissa alone, and in 1924-25 approximately six million tons of this grain were produced in its fields. Not less than half of the cultivated area of this province is given up to rice. The diagram opposite shows the principal agricultural crops of the province, and how they have fared in the last two harvests. Sugarcane, although not so widely grown as several of the other crops, ranks next in importance to rice by reason of its superior value. The weather conditions were not specially favourable to sugarcane last year, and it suffered a good deal of damage from flood in north Bihar. Collectively, the oilseeds, pulses, *jowar* and the like are very valuable, and probably take precedence over any other single crop. More than 10 per cent. of the whole area under tobacco in India is contained in Bihar and Orissa, and this valuable crop continues to grow in popularity, particularly in the districts of north Bihar. Another crop which brings in money to the province is chillies, large quantities of which are grown in Tirhut, whence they are exported all over India. Jute is grown extensively in Purnea, and to a lesser degree in Cuttack; but in other districts it is produced either on a very small scale or not at all. Last year's crop was a comparatively poor one, the total outturn being estimated at 422,300 bales, compared with 528,200 in the previous year and about 650,000 under normal conditions. Among other crops not shown in the diagram are cotton and indigo. The former is grown to an appreciable extent in only a few districts, and the harvest last year was not a good one, owing to the lateness of the monsoon and the excessive rainfall which it eventually brought. The cultivation of indigo has been declining now for some years, and this process was greatly accelerated in 1924-25; with the result that it is no longer of practical importance.

The task of the Agricultural Department.

The varying fortunes of the different provincial crops during 1924-25 will illustrate one of the difficulties with which the Agricultural Department has to contend. It has been seen that climatic conditions which produced a good harvest of rice, barley and linseed were disastrous for other crops, such as

maize, jute and indigo. Indeed it is a virtual impossibility to secure a distribution of rainfall that will be beneficial to all crops alike. But this is only one, and by no means the greatest, of the problems. Of late years there has been a general recognition that progress in agriculture must depend on scientific research. From this it is argued that the task of the Agricultural Department is obvious and straightforward. Let its officers be given a good scientific training, and let them pass on their newly-acquired knowledge to the man at the plough; supply the latter with the most up-to-date scientific appliances, and let the "science of agriculture" figure henceforward as a subject in the ordinary school curriculum. By these methods it is generally supposed that a revolution could be effected in the existing state of affairs. Unfortunately it is not so easy as that. The promising graduate, fresh from an agricultural college in England, would make a sad mess of things if he tried to teach the Bihar cultivator his business. He would find that the knowledge acquired by him in the class-room is baulked by the very first attempts to put it into practice. Such is the diversity of conditions under which the agriculturist labours that the wisdom of Europe is more often than not the foolishness of India. Not only so; but in India itself the methods that meet with success in one province are a failure in another; while the conditions within Bihar and Orissa are hardly less varied.

Some of the practical difficulties.

The complexity of the situation will be more easily appreciated with the help of a few concrete examples. The only crop which is extensively grown both in Saran and on the plateau of Chota Nagpur is rice; and a cultivator transported from Chapra to Ranchi would find himself confronted with different varieties of rice, with a strange soil, and with an entirely new system of irrigation. He could not carry on. Manures that are found profitable in Europe are commonly so expensive in this country that they only pay for very valuable crops; whereas the manure which is being found most valuable at present in south Bihar (i.e., gypsum) has been practically discarded in Europe. Modern implements such as have a wide vogue in America are too heavy for the local cattle, while the tractor is of no use to the cultivator with a small holding, scattered fields and entire ignorance of machinery. Exotic plants seldom flourish, and imported cattle fall an easy prey to local diseases or fail to withstand the extreme heat of the plains.

How scientific training can be utilized.

It is evident, therefore, that the scientific training received by the staff of the department is of little direct use in solving the problems with which they are faced. Its chief value

lies in qualifying the new recruit to grapple with those problems, in teaching him to approach them from the right angle and to apply general principles to particular phenomena. Clearly this can only be done by local experiment; and it is for this reason that experimental farms have been established in various representative tracts of the province. But the difficulty does not end here. Having familiarized himself with local conditions, the agricultural "expert" must be continually trying experiments, and it may well take several years to say whether a new seed or a new practice is really an improvement or not. The partial failure of a crop may involve the loss of the cost of any manure applied to it. Now such failures occur about once in five years; and it cannot be hastily determined whether the benefit which is derived from the manure over four years compensates for such loss in the fifth. Take again the lessons of the *Dahia* paddy, which has been extensively introduced by the Agricultural Department in Bhagalpur and elsewhere, and has doubled the value of rice produced on large areas of land. It has been established by scientific methods that this particular seed, when sown on poor land which is liable to drought, can produce a bigger and better crop than any other known variety. This valuable discovery was obtained by collecting samples of paddy from all over the province, separating out those which appeared promising, growing them side by side on different classes of land, weighing the crop produced on equal and uniform areas, and comparing the results. The department is now engaged in distributing this seed to cultivators in all parts of the province, who are willing to try it; but a great deal of discrimination is necessary in doing this. for the majority of paddy-fields are too rich or too low for the profitable cultivation of this particular variety. And even when suitable land is found, and the owner tries the experiment, an unusually good *hathiya* rain may turn his gain into loss; and he is not likely to try it again in a hurry.

Serious obstacles to progress.

The whole problem indeed bristles with difficulties on which there is not space to enlarge. The prevalence of the peasant proprietor, with his uneconomic small holdings, the poverty and ignorance of the agricultural classes—these all contribute to make the task of Government more laborious. And finally mention should be made of an increasing danger, which threatens to sterilize the efforts of the Agricultural Department altogether. This is the tendency for the Deputy Directors to degenerate into administrative officials, whose hands are so full with routine duties of correspondence and organization that they have no time to do their real job, which consists in the supervision of experimental work and the training of

the subordinates. As the investigations of the department fructify and the number of its farms increases, there is an imperative need for enlarging the staff of superior officers, so that they, may be set free to perform their more important duties.

Work achieved in 1924-25.

Despite the stumbling blocks which beset its path, the department has made real progress during 1924-25. Of primary importance is the equipment of the new farms, which provide a basis for its main activities. During this period work was started on the central farm at Gaya and on half a dozen smaller farms while sites were chosen for some others. The distribution of new seeds is an important branch of its work, and reference has already been made to the success which has attended the introduction of *Dahia* paddy on suitable soil. The cultivation of ground-nuts in south Bihar is making steady progress, and large blocks of land under this crop can be seen along the road from Nawadah to Bihar Sharif. In North Bihar 10,000 maunds of the new Coimbatore seedling sugarcanes were distributed from Sepaya in addition to those sent out from the Sugar Bureau at Pusa.

The distribution of seeds.

Manures.

The value of gypsum as a manure for ground-nuts was established at Ranchi ten years ago, but its use for the crops in South Bihar is quite recent. There is every probability of important developments in the employment of this fertiliser, which cultivators are now trying on their own account as a substitute for *khari nimak* on paddy. One co-operative society alone bought over 40 tons of it in 1924. Gypsum is sulphate of lime, and experiments have shown that sulphates of any kind, even in minute quantities, have a marked effect on some monsoon pulses. The use of sulphate of ammonia has been introduced by the department into South Bihar as a manure for certain valuable crops. It has achieved excellent results with potatoes, onions and sugarcane, and has the further advantage of being readily obtainable from the coalfields. In Orissa green manuring with *dhaincha* grows more popular year by year. In South Bhagalpur the attempt to adopt this manure has met with a check which is typical of the difficulties in store for the agriculturist. A combination of *dhaincha* with superphosphate was found to be exceedingly profitable in favourable years, and a number of persons laid in stocks of superphosphate for this purpose. But for the last three years *dhaincha* has refused to grow in South Bhagalpur, with the result that they have been disappointed and discouraged.

Well-boring.

The work of well-boring is expanding, and a considerable demand has arisen from *zamindars* for large borings fitted with strainer tubes. But the ordinary cultivator is still slow in coming forward with requests for small borings in irrigation wells; and an attempt is now being made to enlist his interest by demonstrating how the larger supplies of water can be more effectively utilized. With the appliances at his command the cultivator is unable at present to lift these larger supplies. In Chota Nagpur further progress was made with the system of irrigation through the medium of high-level *bandhs*.

The economic importance of cattle.

It is difficult to over-estimate the part played by irrigation in the progress of agriculture, and a further reference will be made to this subject shortly. But to the ordinary cultivator cattle are almost as necessary as water. Add to this that they still provide the most universal means of transport and are the chief source of milk supply, and it will be clear that there are few things more vital to the economic prosperity of the province. Probably sufficient attention has not been devoted in the past to the important question of cattle-breeding. Bihar and Orissa may claim a high place among the provinces of India in regard to the number of its cattle. A census taken in 1920 revealed that there were 94 cattle in this province for every 100 acres under cultivation, and 70 for every 100 persons. The corresponding figures for the whole of British India were 57 and 61. Early in 1925 another census of livestock was taken, the figures of which are unfortunately not available at the time of writing; but it is known that the number of oxen and buffaloes has increased by 4 per cent. and the number of goats and sheep by as much as 41 per cent. since the time of the last census. Most people probably fail to realize how many cattle are exported from Bihar and Orissa. In so far as these are draught bullocks, as most of them are, this is a matter for congratulation, since the breeding of bullocks for other provinces is a profitable industry for the local cultivators; but unfortunately a number of cows are taken also. From the district of Shahabad alone 8,000 cows are sent away every year, and are lost to this province. As the best animals are usually bought for export, this heavy drain must form a serious obstacle to the improvement of local breeds. Many fine cows are exported solely for the purpose of supplying milk in Calcutta and other industrial areas, and are only too often slaughtered in their prime. It would clearly be a great advantage if arrangements could be made to provide the milk for these places and to retain the cows for breeding purposes.

Cattle-breeding.

The responsibility for cattle-breeding was recently made over provisionally to the Agricultural Department, but it is a matter in which the veterinary authorities also are keenly interested; and Government, in determining their policy, now rely on the advice of the Development Board, over which the Education Minister presides, assisted by his Secretary, the other members being the heads of the Agricultural, Veterinary, Industries and Co-operative Departments. Cattle-breeding herds have been established in a few places, and at present efforts are concentrated chiefly on producing heavy milkers for dairying purposes. But the real problem in Bihar and Orissa is the improvement of the cattle in rural areas. In March 1925, a small expert committee was formed to inquire into the condition of cattle in this province and to advise how it can best be improved; and the committee's report has since been published. Its main recommendation is that Government should try to improve the local cattle by selection, with the ultimate object of evolving a satisfactory dual-purpose animal. A lecture delivered last year in Patna by the Imperial Dairy Expert was largely attended by the public, and did much to achieve its object of stimulating interest in dairying and cattle-breeding.

The proposal for a Veterinary College.

The proposal for the establishment of a Veterinary College for this province, which had been shelved in 1923, was brought forward again in the following year. At present students from Bihar and Orissa are sent to the Bengal Veterinary College for training, and a contribution based on the number of students admitted each year is paid by this province to Bengal. For the year 1925-26, it is calculated that the contribution will amount to about Rs. 82,000, and there seems to be every likelihood that the cost will increase steadily, in view of the smaller number of students who are now entering the college from Bengal and other provinces. It is doubtful whether the establishment of a separate college in Patna would prove much more expensive in the long run, and there are many solid advantages to be gained by such a project. The most important of these is the opportunity which it would provide for post-graduate and " refresher " courses for the officers of the department. Moreover the accommodation provided by the existing laboratories is quite insufficient to cope with the rapid expansion of research work. In 1922-23 the district staff sent in 568 specimens for diagnosis in the laboratories; in the following year this number rose to 1,046, and in 1924-25 to 6,286. These figures do not include specimens sent in for post-mortem examination. In addition to a properly equipped research station, it is hoped that a cattle-breeding farm,

recommended by the committee just mentioned, will be established on the same site as the college and that an up-to-date dairy will be attached to it. The land to the west of the New Capital, which was acquired by Government some years ago, would form an admirable site for such a farm. A scheme for the establishment of a Veterinary College on these lines is being drawn up, and, if it commends itself to the Legislative Council, there is little doubt that the institution will materialize in the near future.

Cattle-disease.

The incidence of cattle-disease during the last two years has not been particularly severe, although a very large number of unnecessary deaths must still be attributed to the ignorance and prejudices of the average *raiyat*. Foot-and-mouth disease was, as usual, widespread in 1924-25, and is responsible for an increase in the outbreaks of all kinds, which numbered 6,518, compared with 5,712 in 1923-24 and 6,452 in 1922-23. But the total number of deaths was only 20,445, which compares favourably with 20,267 and 30,737 in the two previous years. Rinderpest again claimed the largest number of victims, and this one disease was responsible for twice as many deaths as all the others together. Parasitic diseases were prevalent owing to the long drawn-out rainy season, and the consequent mortality in the Patna and Bhagalpur Divisions was high. In October 1924, a severe outbreak of surra occurred in Jamshedpur, causing the death of twenty-two valuable horses. The help of the Glanders and Farcy Act was called in, and an exhaustive examination of all the animals in the station was carried out by a special staff. Four affected animals were injected with a new drug, which yielded most satisfactory results and promises to be the most effective remedy discovered for this disease. The reporting of rabies in dogs is not compulsory, and only a small proportion of the actual cases is brought to official notice; but there has been a progressive increase in the number reported in the last three years. This disease is absolutely fatal to all animals and to man, when once the symptoms have developed; yet little attempt is made to keep down the main source of infection—the pariah dog. A grave responsibility is assumed by those public bodies who refuse to take the proper, recognized precautions against the spread of this dreadful disease.

Inoculation.

Out of the 6,518 outbreaks which were reported among cattle in 1924-25, 4,887 were attended by the veterinary staff, and as many as 160,257 animals were inoculated. It is specially gratifying to record the progress which has been made in Orissa in breaking down the wall of suspicion and prejudice

against this invaluable method of protection. Not only is there less difficulty in persuading the Oriya cultivator to allow his cattle to be inoculated, but in many places the services of the veterinary assistant are spontaneously sought. More than a lakh of cattle throughout the province were protected by inoculation against rinderpest during the progress of epidemics, and of these only 400 died. More than half a lakh were similarly protected against hæmorrhagic septicæmia, and only 39 of them succumbed. Such figures speak for themselves, particularly when it is borne in mind that these two diseases alone were responsible last year for the death of 19,388 cattle, or 95 per cent. of the total casualty list.

Expansion of staff.

As with other branches of the administration, the expansion of the Veterinary Department is hampered by the lack of a sufficiently large and efficient staff. In the budget for 1924-25 the Council voted funds for a scheme whereby Government undertook to share equally with the local bodies the cost of a second touring officer in each subdivision. Unfortunately some of the poorer district boards are unable to take advantage of the help thus offered them; but eight new touring posts were created last year, and five of them were filled up. It is to be hoped that the expansion in future years will be more rapid; for, as the area under the control of each veterinary officer is reduced, he is brought into more intimate contact with the rural population and can carry out his work of propaganda more effectively.

Veterinary hospitals and dispensaries.

The opening of new veterinary hospitals at Madhubani and Bagaha in North Bihar raised the number of such institutions to twenty-nine. A substantial grant was made by Government towards the building of a hospital at Puri, and the work was approaching completion at the end of the period. The way has now been cleared for the reconstruction of the Ranchi hospital, which has been under consideration for some time and is badly needed. In consequence of an unfortunate dispute between the district board and municipality at Cuttack, the hospital at that place was closed down in March 1924. This is among the oldest institutions in the province, and the stoppage of work has been much felt by the local residents, with whom the hospital was extremely popular. There is a steady increase in the volume of work done at these veterinary hospitals, which proves that the people are learning to appreciate them more and more. The number of fresh patients treated in 1924-25 rose from 30,280 to 36,117; in addition to this, over a thousand castrations were

performed, and medicines were supplied for 6,199 cases not brought to hospital. Dispensaries increased in number to eighty, and 70,893 fresh cases were treated by the assistant surgeons, either at these dispensaries or in the course of their tours.

The canal systems of the province.

The canal systems of the province play an important part in the irrigation of the cultivators' fields. They also protect large tracts of the country from flood, and to a limited extent are used for navigation. The four major systems are known as the Orissa, Son, Tribeni and Dhaka canals. Since the year 1921 all these canals have been classed as unproductive, as none of them produces a net revenue sufficient to bring in 6 per cent. on the capital outlay. The local Government have to pay to the Government of India the annual interest on their share of the capital outlay, but the working expenses, together with the receipts, are the concern of this province alone.

Their use for navigation and irrigation.

Navigation is confined to the Orissa and Son canals. The extension of railway communications has naturally brought about a decline in a canal transport, and the steadily diminishing receipts compelled Government to increase the tollage rates by 50 per cent. in 1923. At the same time there has been a slight increase during the last two or three years in the volume of navigation, and the tolls realized in 1924-25 from these two canals amounted to something over Rs. 1,70,000—or nearly twice as much as in 1921-22. Last year the Son system paid a return of just over 5 per cent. on the capital invested, after deducting working expenses. This is the best result that has been recorded for some time, but it is not yet a source of profit; whereas the other three systems hardly bring in enough to cover the working expenses. The chief function of all these canals is irrigation, and when the rainfall is below the average the demand for canal water is most insistent. During 1924-25, when (except in Orissa) the monsoon was generally adequate, the total area irrigated by these four canals was 821,486 acres. For the three preceding years the average had been close on a million acres.

Embankments.

Apart from the canal embankments there is a series of purely protective embankments in various parts of the province, whose purpose is to confine rivers within their banks or to secure low-lying country against the risk of floods. The total length of such embankments maintained by Government during 1924-25 was over 601 miles, and the money spent on them amounted to Rs. 3,00,207. Of this

about Rs. 2¼ lakhs was utilized in repairing the extensive damage caused by the heavy floods of 1923.

Forests.

In many parts of the province, particularly in Chota Nagpur, Orissa, the Santal Parganas and North Champaran, the agriculturist is dependent for half the requisites of daily life on the forests which adjoin his village. Thence he obtains the timber for his agricultural implements or for building his house; there he grazes his cattle; and thither he goes to collect firewood or the jungle grasses. In times of scarcity he falls back on the fruits and edible roots which grow there in profusion. Happy does he count himself if the *sirkar* has not laid its hand on the forest that borders on his home. The cultivator who dwells in the vicinity of a Government forest finds himself hedged in with a host of seemingly capricious restrictions. During certain months of the year his cattle may not graze there at all, and at other times his oxen and buffaloes are allowed in, while the sheep and goats are excluded. He is required periodically to shift his grazing ground, and if he fails to do so he may be prosecuted in a criminal court. There are some forests in which he may not even collect leaves and brushwood, while in others the lopping of branches and the felling of trees is either prohibited, or allowed only on the production of a permit, specifying the size and description of the timber that may be cut, the locality from which it must be taken, and the period for which the permission holds good. It is not altogether surprising that to the ordinary *raiyat* the activities of the Forest Department mean but one more source of vexation in the daily round of existence. To the more educated classes they too often mean nothing at all.

The objectives of the Forest Department.

Yet, if there are few departments of Government whose activities are so little understood, there is perhaps none which stands in greater need of appreciation and support. Constructive work of the utmost importance to the future well-being of the province will have to be undertaken soon; and the Legislative Council will be willing to vote funds for this purpose, only if satisfied as to the aims and objects of the Forest Department and the manner in which it is sought to carry them out. Its primary object, then, is to meet the immediate requirements of the agricultural population, and at the same time to safeguard the welfare of their descendants. Secondly, it has a purely commercial aspect, which is of vital importance in expanding the financial resources of the province; and on this side its business is to conserve, develop and exploit the timber supply of the province, and to foster the growth of new provincial industries.

The material on which it has to work.

In Bihar and Orissa the forests under the direct charge of the Forest Department comprise some 2,800 square miles, of which about 1,000 square miles are " protected " and the remainder is " reserved ". In addition, there are roughly 1,000 square miles of " protected " forest in the charge of civil officers; so that, in all, the forest area controlled by Government represents approximately 4½ per cent. of the total area of the province. This is a very small proportion; for other countries which have similar problems to face find that no less than 15 per cent. is necessary to meet their requirements for timber supply and agricultural purposes. Of course, apart from the Government forests, there are large tracts of privately-owned forests throughout the province, which go a long way to meet the current demands; but these tracts are generally over-worked and are rapidly deteriorating. Fortunately, however, extensive areas of good forest are to be found in the Feudatory States of Orissa, and these are being managed under trained supervision, with the result that they yield a gross return of Rs. 18 or 19 lakhs annually, and each year this income increases.

The danger ahead for the agriculturists.

Some of the more obvious benefits which the agriculturist derives from the forests have been mentioned above. But there are others. It has been established beyond reasonable doubt that the volume and distribution of rainfall are affected by the prevalence of vegetation on the country below, and its clearance on a large scale results in loss of moisture to the surrounding countryside and consequent sterility; further the preservation of forests is found to exercise a powerful influence in arresting floods and land erosion. These two considerations should themselves be a sufficient argument for the preservation of forest areas. Yet many persons are so beguiled by the temptation of immediate gain that they will hand over their forests to the indiscriminating axe of the contractor. Other landlords, exasperated with the difficulties of exercising an adequate check over the jungle rights of their tenants, are practically engaged in a race with the latter to see who can get the most out of the forest before it is entirely demolished. This reckless policy has been followed most freely in Chota Nagpur, where the wooded plateaux of a generation since are giving place on every side to barren plains and hill-sides. In many places the work of destruction has proceeded too far for any remedial measures to be applied. Where this is not the case, there is still an imminent danger that, unless preventive action is taken, the majority of private forests in the province will ultimately disappear, or at best be unable to supply

anything but small poles, grass and grazing. Already the scarcity of firewood is apparent from the increasing use which is being made of cow-dung for fuel; and an instance may be cited where the villagers in one locality are carting their firewood over forty miles to their homes from the *nearest* reserved forest.

How is the danger to be met?

From the agriculturist's point of view, and still more from that of his descendants, the situation is undoubtedly serious, and the remedy by no means easy. There does not appear yet to be any very general support for legislation designed to bring private forests under official control, with a view to their preservation for the good of the community. It is true that private owners can apply for the management of their forests to be taken over by Government, and they are, in fact, encouraged to do so. But comparatively few have taken advantage of this privilege, while several of the forests so taken over were already denuded to such an extent that for years to come revenue will barely cover expenses. Consequently private owners are not enthusiastic; and, with the exception of forests belonging to certain encumbered estates, most of the properties which are offered nowadays to Government are so poor in quality that it is not worth while to take over their management. In course of time a solution to the problem may be found in a system of communal forest management; but at present the province is not sufficiently advanced for the successful adoption of such a system, though possibly a few cautious experiments on these lines may be tried. Another remedy would be for Government to acquire by purchase suitable plots of forest land, conveniently situated near centres of consumption, and to work them intensively for the benefit of the neighbouring population. It is not improbable that, if a couple of thousand acres were so acquired and worked by the Forest Department each year, there would soon be a re-action on the general forest conditions prevailing in the province. But one serious drawback to schemes of this description is the very heavy capital outlay which they would involve.

The attitude of the department towards the raiyats.

Whatever the precise line of action that may be followed, it is essential that the Forest Department should win the confidence of the people, and should make them realize that it exists for their benefit and not for their annoyance. While Government management necessarily entails restriction and regulation, sometimes susceptible of conversion by subordinates into oppression and harassment, it is not a fact that the legitimate rights of the villagers are extinguished when a forest

passes into the hands of the department. In August 1924 a resolution was moved in the Legislative Council, dealing with the alleged grievances of the *raiyats* of Singhbhum, and recommending that they should be allowed to take fuel, *sabai* grass and home materials free of charge from the protected forests of that district. A full enquiry was made by Government into all the allegations brought forward by the mover of this resolution, and it was found that the privileges in question were already being enjoyed, subject to certain restrictions imposed in the interests of the *raiyats* themselves to ensure their continued enjoyment of the same. It was decided that the inconvenience caused by these restrictions could not be measured against the ultimate benefit to be derived from them. Complaints of this nature are largely discounted by the fact that the value of forest produce which is removed every year from Government forests, either at purely nominal rates or entirely free of cost, amounts to Rs. 150 in each square mile of forest. This is almost exactly equivalent to the net revenue accruing to the State from these tracts; and it is a fair statement that half the profits of the department are forgone in the interest of privilege-holders. So far as grazing facilities are concerned, about one-third of the total area of reserved forests was entirely closed for grazing throughout the last year, in order to protect young forest growth; one-half of the total area was open to all animals except sheep and goats for the whole year and the remainder (with trifling reservations) was open to all animals without exception for at least a part of the year. In "protected" forests still greater facilities were provided for grazing. Only 9 per cent. of the total area remained closed; 15 per cent. was open for all animals throughout the year, and 76 per cent. was similarly open for all animals except sheep and goats.

Progress of work during 1924-25.

During the year 1924-25 substantial progress was made by the department in the preliminary work of demarcating the reserved and protected forests; and this task has now been practically completed, except for the comparatively small blocks added since 1923. "Working plans" and "working schemes" are in force for the more important forest tracts. These provide for the better tending and improvement of the forest crop, and limit the annual fellings of timber to the interest accruing, that is to say, to the amount which the forest is able to produce in each year. Thus the "capital" is left intact, and the main object of the department is accomplished—viz., to secure to the province in perpetuity a definite and increasing supply of forest products.

Protection against fire.

The chief enemy of forests is man, and his chief agent in the unrighteous cause of forest destruction is fire. The fight between the forest officer and fire never ceases, and the results fluctuate from year to year, largely with direct reference to the climatic conditions prevailing. Drought increases the damage; early monsoon rain decreases it. In the period with which this survey deals natural conditions were unfavourable owing to the lateness of the monsoon, and 71,205 acres were burnt, out of 972,828 acres in which protective measures were employed. The worst fires occurred in the Porahat and Puri divisions, where over 30,000 acres suffered from the ravages of fire. In the Puri Division most of the outbreaks seem to have originated outside the departmental preserves and crossed the boundary lines. The origin of the Porahat fires is for the most part unknown. Some were no doubt due to carelessness in the use of fire by villagers passing through the forests, but there is reason to believe that not infrequently the forest was deliberately fired for hunting or driving away wild animals. Government incur considerable expense on fire protection, and they are entitled to expect more assistance from the public in combatting this danger than appears to be forthcoming at present.

The problem of timber supply.

It has been explained that on the commercial side the principal business of the Forest Department is to develop and exploit the timber supply of the province. Here again the situation is fraught with grave danger. At the present time the consumption of timber in India is well under two cubic feet a year for each person, whereas in Europe it is about twenty cubic feet. In India the average person uses three or four matches a day; in Europe he uses fourteen or fifteen. It may be very long before the consumption in this country approximates to Western standards, but these figures give some idea of the increased demand which will ultimately have to be met, and towards which India is moving every year. And how is she equipped to meet it? Private forests are for the most part living on their capital, and before very long they are likely to have squandered it all. The incidence of the demand for timber on the properly constituted and administered forests under Government will become more and more heavy. It will be little good for India to seek her requirements elsewhere, for within ten years the situation, already acute, will become desperate in many parts of the world, and the cost of imported timber will soar far above its present high level. Unless India helps herself, she must either find a substitute for timber or import what she wants at prohibi-

tive rates. For its own prosperity's sake Bihar and Orissa would do well to find a solution of the problem within its own boundaries. Such a solution is not impossible, provided that the necessary steps are taken in time. Not a few countries of the world to-day are face to face with a famine of timber and firewood—the penalty of thinking too late and acting half-heartedly later still—and it behoves this province to profit by their experience.

Forest finance.

It is not easy to exhibit with any accuracy the financial results of the department's work in any given year. For one thing it has already been noticed that half the net profits of the forest produce is appropriated by privileged villagers and other concessionaires. Again, much of the annual expenditure is really in the nature of capital investment. For some time it has been under contemplation to introduce a commercial system of accounting; and this proposal has now been sanctioned by Government, who deputed two clerks to undergo a special training in commercial book-keeping in Calcutta. But the actual introduction of the system still awaits further examination of its details. Meanwhile the simple statement of revenue and expenditure for 1924-25 shows the former to be Rs. 10·70 lakhs and the latter Rs. 7·90 lakhs, leaving a surplus of Rs. 2·80 lakhs compared with the previous year's surplus of Rs. 2·78 lakhs. Of the expenditure approximately two-thirds was devoted to administration and protection, and one-third to development and exploitation. In order to achieve the objects which have been outlined above it will probably be necessary to expand the latter heads of expenditure until these proportions are reversed; and the essential requirement of the moment is that the Legislative Council should be brought to appreciate this necessity. The net income of the department shows a steady, if slow, growth; and it is encouraging to observe that the gross revenue has doubled itself in the last ten years. While it is true that the expenditure has done the same, it must be borne in mind, as indicated above, that much of this outlay should not be included in the annual reckonings of profit and loss.

The future lines of development.

But the present contribution made by the forests to the provincial exchequer is negligible in comparison with their potential wealth. The net revenue of Rs. 150 a square mile, which they now yield, is equivalent of four annas an acre. Under intensive forest management in Europe (and this process has barely commenced in Bihar and Orissa) a net annual return of Rs. 35 an acre is obtained, while the best forest areas in India are already realizing more than Rs. 20 an acre. It is

manifest therefore that concentrated effort will do much to transform the situation. The fact is that, apart from timber and firewood, the other resources of the forests have hardly been tapped yet in this province. The use of pit props for the coal and other mines, the supply of charcoal for the larger cities, the intensive cultivation of *sabai* grass for paper and rope-making, and the better ultilization of a score or more of little known timber trees are propositions engaging the attention of the Forest Research Officer and other officers of the department at the moment. In the following chapter it will be seen that the bamboo forests of Angul may well furnish scope for the establishment of a new provincial industry at Cuttack—the manufacture of paper-pulp. One of the most promising avenues for developing the resources from major forest produces is the exploitation for railway sleepers of common species of timber, for which at present there is little or no demand. Tests were being carried out to this end at the close of the year under review; and, if these prove successful, it is hoped that the Bengal-Nagpur Railway Company will decide to put up a plant in the centre of the forest areas. Another interesting piece of work accomplished last year was the survey of the matchwood resources of the province by an expert engaged by the Industries Department; and to this also a further reference will be found in the next chapter.

The casuarina plantation at Puri.

In an earlier paragraph it has been suggested that Government might be compelled to acquire suitable areas for intensive working, as a means of replacing denuded forests and supplying the needs of the neighbouring population. The casuarina plantation at Puri furnishes an instance where this course has been actually adopted. Land was acquired there some ten years ago, and up to the end of March, 1925, over 2,000 acres of barren, wind-swept sand dunes had been fully stocked with casuarina trees. Besides affording valuable protection from the drifting sand to the cultivation inland, this plantation will help greatly to meet the ever-increasing demand of the town of Puri for firewood. Government hope to extend the plantation, and are confident that the revenue returns will handsomely repay their outlay on this project.

The lac industry.

Bihar and Orissa is responsible for half the world's supply of lac. The value of this produce is estimated at two crores of rupees, but at present the share of Government in its profits is negligible. In September 1924, an Indian Lac Research Institute was opened at Namkum, near Ranchi, by the Association of Shellac Manufacturers, and very valuable results may be expected from the close

co-operation of the Forest Department with this institute. Experiments are to be made in the concentrated production of lac in brood farms, which will be established in the five districts of Palamau, Singhbhum, Ranchi, Manbhum and the Santal Parganas; and a start has already been made in the two first-named districts. Government have sanctioned a comprehensive programme of work, involving a capital outlay of about Rs. 91,000, which will be spread over five or six years, and a recurring expenditure of Rs. 6,000. If the experiments thus carried out are attended with success, as there is every reason to believe that they will be, a great source of revenue will have been opened up, and at the same time substantial assistance will be given to an important industry by enabling the *raiyat* to obtain brood lac of good quality at a cheap rate and by teaching him more scientific methods of cultivation.

Forest roads and buildings.

The adequate protection and inspection of the forests, and no less the commercial exploitation of their wealth, depend largely on the improvement of forest communications. Equally important from this standpoint is the provision of a chain of good rest-houses and suitable residential accommodation at headquarters for all ranks of the forest staff. Many of the provincial forests are notoriously malarious and unhealthy, and year after year the health of both the superior and the subordinate officials is reported to be far from satisfactory. It is gratifying therefore to record that a carefully prepared programme is now being followed for the improvement of forest roads and buildings. During 1924-25 over a thousand miles of road suitable for cart-traffic were repaired and thirty-four miles of new road constructed; and for the next eight or nine years it is proposed to spend Rs. 28,000 annually on the betterment of these communications. It is intended during the same period to invest some Rs. 63,000 annually on the construction of buildings, mostly for subordinates. Mosquito-proof doors and windows have been fitted in a number of the rest-houses in the Singhbhum district, where conditions are particularly unfavourable. If these and other similar efforts are rewarded by an improvement in the general health of the staff, the money so spent will indeed be well invested and will lead to an increase in the efficiency of forest work all round.

The land revenue administration of the province.

This chapter has been devoted mainly to economic problems arising out of the land, and it may be concluded with a brief account of the land revenue administration of the province during the year 1924-25. The large majority of the estates in Bihar and Orissa are permanently

settled, their number last year being no less than 104,880. Compared with this total, the number of temporarily-setted estates—viz. 12,613—is very small. In addition to the above two categories, there is a third class of estates, which is managed directly by Government; and in this class 317 estates were included in 1924-25. The grouping under these three heads varies little from year to year, but there is usually a slight increase in the total, due to successful applications for partition and the opening of separate rent accounts. The heterogeneous character of this province is demonstrated nowhere more clearly than in the administration of its land revenue. No less than six different tenancy laws are in operation in different parts of the province. Bihar proper, Chota Nagpur, and Orissa each have their separate code; while the Santal Parganas, Angul and Sambalpur are governed by special enactments or regulations applying individually to these three districts.

Relations between landlords and tenants.

It is gratifying to be able to state that the improvement in the relations between landlords and tenants, which had been noticed in the two preceding years, was generally maintained during the period under review. In part this may be attributed to the progressive decline in political agitation, which not infrequently gave rise to agrarian discontent and lawlessness. In part also the continuation of reasonably good harvests and a general improvement in the economic condition of the *raiyats* have contributed towards this result. It is unfortunately true, as has been related in a previous chapter, that the representatives of the two classes in the Legislative Council have not been able to reach agreement on the subject of amending the tenancy law, and it cannot be said that a solution of this difficult problem is yet in sight. But in the villages a greater harmony prevails. One direction in which this is manifested is the comparative absence of complaints regarding illegal exactions by the landlords. *Abwábs* and *begari* have not ceased, but there is a growing determination on the part of the tenants to resist such illegal demands, and the landlords are beginning to accept the position. Bad cases, when brought to light, are dealt with under the provisions of the different Tenancy Acts.

Sources of friction.

Instances of friction reported between landlords and tenants during this period may usually be assigned, not to flagrant acts of oppression or harassment on the one side or to a rebellious and discontented spirit on the other, but to such perennial causes of dispute as the settlement of *diara* lands and the rights to forest produce and

grazing. In the district of Monghyr the caste movement among the Goalas caused a good deal of resentment among their Rajput and Babhan landlords, to whom the wearing of the sacred thread by these tenants was most distasteful. Strained agrarian relations commonly lead to an epidemic of applications for the commutation of produce-rent, while these commutation cases themselves are often responsible for a further exacerbation of feeling between the communities. In Gaya district this state of affairs continued to provoke no little anxiety, and the conditions in the neighbouring district of Patna were similar. The same disturbing factor was present also in other parts of the province. Government have now adopted the definite policy of refusing to commute produce-rents, where the irrigation system established by the landlord is either too complicated or too costly for the *raiyat* to maintain.

Remittance of rent by money order.

The refusal by a landlord to receive rent, or to grant receipts for rent received, is a not uncommon source of strained relations, and to meet this grievance tenants have been permitted to remit their rent by money order. It was believed also that this system might frequently obviate inconvenience to both sides. But so far it has not achieved much popularity. In Chota Nagpur particularly the number of such remittances has always been very small, though it rose in 1924-25 from 460 to 845. In the Patna division the number increased from 12,400 to 14,647, but all other divisions reported a decrease, though the total value of the rents so remitted rose by about Rs. 4,000. The system appears to be disliked by the landlords, because it deprives them of the opportunity of realizing interest and levying other demands, which the *raiyats* attach so much value to the possession of actual rent-receipts that they are unwilling to forgo them by resorting to any other method of payment. It seems improbable, therefore, that the near future will witness any great expansion of this system.

Survey and Settlement operations:

Another factor which exercises no small influence on agrarian relations is the work of the survey and settlement authorities. It is probably inevitable that their activities should have a somewhat unsettling effect for the moment, but in the long run both sides are better off for a clear and impartial record of their respective rights and for a periodical restatement of the position. Indeed there are indications that the revisional settlement operations in the Kanika estate in Orissa have already effected an improvement in the agrarian situation there. The work of this department has been unusually heavy since the beginning of 1924, extending to as many

as eight different districts of the province. During the twelve months ending in September 1924 an area of 1,981 square miles was cadastrally surveyed, the records of 2,195 square miles were attested, and the records of 1,131 square miles finally published. The area cadastrally surveyed in the course of the following twelve months was 1,513 square miles, attestation was carried out for an area of 1,951 square miles and the finally-published records-of-rights covered 2,178 square miles. During these two years the rents of 195,113 tenants were decided.

in Manbhum;

At the close of this period the settlement operations in Manbhum were being wound up, and therewith the original survey and settlement of the whole province is practically complete. The last portion of this district to be taken in hand was dominated by the coalfields, and the conflict of industrial and agricultural interests gave rise to novel problems of considerable complexity. Particularly difficult was the relation of colliery companies to landlords and tenants whose land had been either appropriated in the interest of a vital industry or accidentally damaged by mining operations. It was found that the restrictions on transfer of holdings, designed primarily to prevent the exploitation of an aboriginal peasantry by their more advanced neighbours, were preventing the occupants from obtaining prompt compensation for loss or damage. Government are considering how these persons may best be relieved from their disabilities.

in Hazaribagh and Purnea;

The re-settlement of the Kodarma Government estate in Hazaribagh was completed during the rains of 1924, and good progress was made in the following cold weather with the survey and settlement of Darbhanga Raj villages on the Kosi *diara* in Purnea, which had been left out of the previous operations in that district.

in Sambalpur and other parts of Orissa;

In Orissa work has been going on in the four districts of Sambalpur, Balasore, Puri and Cuttack, the last three of which are comprised in one settlement. This area takes in a number of permanently-settled estates for which no authoritative record-of-rights has been prepared before; but the bulk of the work is revisional. The operations in Sambalpur were almost finished; those in Cuttack had not yet progressed very far. The settlement officer in Orissa, handicapped by an inexperienced staff and a most unhealthy climate, found his task by no means easy. To counteract the effects of the climate, arrangements were made for the interchange of subordinate officers between the various districts in which settlement work was going

; but even so much valuable time was lost through sickness. Nor did the efforts to secure efficient work with a minimum of harassment to the people receive any encouragement from the ill-informed press criticisms to which the officers of this settlement were subjected.

in the Santal Parganas.

The peculiar agrarian conditions obtaining in the Santal Parganas lend a special interest to the revisional operations in progress there. During the course of the survey in 1923 various technical problems cropped up to which a solution was found in 1924, and thereafter progress has been generally smooth. Variations in the classification of the land, however, were so marked as to call for special investigation. Sometimes these could be explained with reference to natural conditions and to the varying types of country; but, after making allowance for all such factors, it was difficult to escape the conclusion that the classification at the previous settlement, having been made in an exceptionally good year, was too high. As rent is based ultimately on the classification of land, the results so far obtained by the revisional settlement have caused some disappointment to the landlords. The later stages have not been devoid of symptoms indicating the restiveness of the more advanced section of the population against the special form of administration prevailing in the Santal Parganas, but the operations have abundantly illustrated the beneficent effect of this system in protecting the peasantry from exploitation and maintaining sympathetic relations between the officials and the people.

The Council and land revenue administration.

The land revenue administration of the province has received its due share of attention from the local Legislature. Apart from the ill-fated attempts at compromise between the landlords' and *raiyats'* parties over the amendment of the tenancy laws, it has been seen that the Council insisted on carrying a resolution in favour of the permanent settlement of estates in Orissa, and that a private Bill was introduced with the object of easing the position of those tenure-holders who are liable to be sold up for the default of their co-sharers. In other agrarian matters too the members have shown a keen interest, and in particular they are ever watchful for any abuse of the certificate procedure of recovering demands.

Government as a landlord.

The 317 estates held direct by Government had a current demand of Rs. 20·81 lakhs in 1924-25, compared with Rs. 20·14 lakhs in the preceding year and Rs. 19·79 lakhs in 1922-23. The cost of their management in the last two years has

been only 8·5 of the demand, and over a lakh of rupees is expended each year in effecting agricultural and sanitary improvements and the like. Considerable sums of money are disbursed also by Government, in its capacity as landlord, on the spread of primary education in these estates and on the improvement of their communications. The material condition of *khasmahal* tenants during the period under review was generally satisfactory. Cholera made its appearance in some estates, but prompt measures were taken to combat the outbreaks which occurred. Where the monsoon had been unfavourable, cases of hardship were met by remission of rent, and a ready ear was turned to genuine stories of poverty, failure of crop, or deterioration of land. In the Santal Parganas special remissions were granted to tenants who had enlisted in the labour corps during the war; and altogether the amount of rent forgone by Government from the *khasmahal* estates during 1924-25 was rather more than Rs. 34,000, out of which about two-thirds was remitted as an act of grace.

Trust, wards, and encumbered estates.

There is another important class of estate of which Government, though not the landlord, has assumed the responsibility of management. This class comprises, first, trust and attached estates, administered by the Collector of the district; secondly, wards' estates administered under the Court of Wards Act of 1879, and managed either by Government officials lent for this purpose or by salaried managers; and thirdly, encumbered estates taken over under the Chota Nagpur Encumbered Estates Act. The Court of Wards Act provides that the estates of females, minors, lunatics or persons declared by a civil court to be incapable by reason of physical infirmities of managing their own property may be taken over by the Court of Wards; and under this Act a wide discretion is given to the court to assume responsibility for the estates of persons who themselves apply to be declared disqualified. In the Chota Nagpur Encumbered Estates Act special provision is made for the taking over of estates which are in danger of extinction through the wasteful extravagance of their proprietors. At the commencement of 1924-25 there were altogether 101 estates under management, belonging to one or other of these three classes. During the year ten estates were released, and five others taken under charge, leaving 96 estates under management at the end of March 1925. It is noticeable that there has been a steady fall in the number of these managed properties during recent years, for in 1921 there were as many as 135 estates under management. The decrease has occurred chiefly among the encumbered estates of Chota Nagpur, whose number has dropped during these four

years from 78 to 48. This is partly due to the fact that a stricter standard has been imposed in deciding whether Government is justified in assuming the responsibility of management. Not a few of the properties taken over were found to be so heavily weighted with debt that there was little prospect of setting them on their feet again within any measurable distance of time, and some of these have had to be released as hopelessly insolvent.

Their management during 1924-25.

The total current demand of all estates under management during 1924-25 was a little short of Rs. 56 lakhs, but there was also a heavy arrear demand of another Rs. 32 lakhs. The total collections amounted to 101 per cent. of the current demand. During the year a sum of Rs. 12·56 lakhs was paid to private creditors, and the outstanding liabilities of the estates remaining under management at the close of the year was reduced to Rs. 77·03 lakhs, compared with Rs. 97·03 lakhs at the beginning of the year. The cost of management in these estates is slightly higher than in those held direct by Government, owing to the special staff employed and the special measures necessary for the realization of arrears. In 1923 the limit prescribed for management charges was raised from 10 to 15 per cent. of the current demand, but this maximum has never been reached; in 1924-25 the percentage was 12·3.

How their income is spent.

Apart from the liquidation of debts, the payment of rent and cess to superior landlords, and the ordinary expenses of management, the proceeds of these estates, while they are under administration, are devoted to the maintenance of the proprietor and his family, the education of wards and their minor relations (to which special attention is given), estate improvements, and charitable donations, particularly in the cause of education and medical relief. The expenditure on education is on a specially generous scale, and Government have recently directed the attention of all managers to the need for increasing the contributions to dispensaries and similar institutions, and thus setting an example to the other *zamindars* of the locality. The Bettiah estate, which is the largest property under management and has an annual demand of more than Rs. 24 lakhs, has set a consistently high standard in this respect, and its example was followed last year by the Ramgarh estate, which made a notable contribution of Rs. 40,000 towards the extension of the St. Columba's Zenana Hospital at Hazaribagh.

CHAPTER V.

Government and Economic Problems—II.

The Department of Industries.

THE predominance of agriculture in the economic life of the province has perhaps tended in the past to divert attention from its industrial potentialities. Yet in Chota Nagpur is to be found one of the most important industrial areas in India. Nowadays thousands of young men are emerging from schools and colleges every year, many of whom are compelled, while not a few are animated with a strong desire, to seek other avenues of employment than Government service and the law. Indeed it is manifestly impossible for these two spheres of activity to absorb the growing number of the educated middle classes; and the search for a career often grows desperate. In these circumstances the increasing provision of technical and industrial education is both a political and an economic necessity. The Department of Industries was created as recently as 1920 to supervise this work more effectively, and at the same time to assist directly in the industrial development of the province. Critics are apt to complain that this department has little to show for all the money that it spends. They probably overlook the fact that about three-fourths of its expenditure is accounted for by educational institutions, and would have to be incurred under some other head, if this department were not in existence. The total disbursements during 1924-25 were not much more than rupees seven lakhs; so this does not leave much for the actual development of industries. Nor is it reasonable to look for sensational results in this direction, while the department is still in its infancy.

The Bihar College of Engineering.

Industrial education in this province is severely handicapped by the non-existence of flourishing industries at most of its chief centres. These, of course, would have proved an invaluable training-ground, and no equally satisfactory substitute can be provided. But in spite of this drawback progress has been made during the last four years. The most important step has been the conversion of the Bihar School of Engineering into a College. With the opening of the civil engineering classes and the mechanical apprenticeship classes in July 1924, this change in status was finally effected. The new

college was affiliated to the Patna University, and has been recognized as a source of recruitment for the Indian branch of the Indian Service of Engineers. It is believed that, with its new syllabus and equipment, the college will be able to provide as fine a course of technical training as is given anywhere in India. The demand for admission to the new engineering classes was surprising. The number of seats had been fixed at 30, and for these no fewer than 140 students applied, out of whom 36 were eventually admitted. The mechanical apprentice classes also were fully manned, though here the rush for admission was not so marked; and it is a pity that students, in their eagerness to be trained as civil engineers, often fail to take advantage of the excellent openings in other branches of the profession.

The Orissa School of Engineering.

The Orissa School of Engineering entered on its second year of existence in July 1924. Twenty-three students, including eleven Oriyas, had appeared at the first annual examination, and twenty-one of these were promoted to the second-year class. Nineteen out of this number came up a year later for the final examination for sub-overseers, and as many as sixteen were successful. This is a satisfactory record. Meanwhile 42 new students were admitted into the school at the beginning of its second year. The artisan classes appear to be doing well, and a scheme is on foot here also for introducing classes in mechanical apprenticeship. By this means it is hoped to give Oriyas a chance to undergo industrial training without leaving Orissa, which they are most reluctant to do. Jamshedpur is quite close to the borders of Orissa; yet during the last five years not a single satisfactory Oriya candidate has come forward for admission to the Technical Institute there, and only two or three have even applied.

The Tirhut Technical Institute.

The scheme for the Tirhut Technical Institute was finally approved by Government in 1923, and in the following year the construction of the buildings was taken up. No time was lost, and by the end of March 1925, the buildings had been completed and most of the equipment installed. The new institute has since been opened.

Industrial schools.

The popularity and efficiency of the industrial school at Ranchi, which caters mainly for aborigines, has been thoroughly well maintained. The demand for admission is such that it has become possible to insist on higher educational qualifications and to realize a security deposit from all entrants. In this way a much

better class of boy is being attracted to the school, and the students are able to derive greater benefit from their training, seeing that many of them can understand English text-books on engineering. In former years it was found difficult to persuade boys to undergo the full course, as they were tempted to take up employment on low wages when partially trained. This difficulty is now disappearing. Whereas 22 out of 44 students admitted in 1920-21 left the school during the course of their first year, their example was followed by only one student out of 47 who were chosen in 1924-25. No difficulty is found in securing remunerative work after leaving the school. Last year 31 students qualified—13 as motor mechanics, 16 as carpenters and 2 as shoe-makers; and all of them found employment at once on initial salaries ranging from Rs. 15 to Rs. 50 a month. Education of this type is expensive, but the results obtained at Ranchi are a sufficient justification for the policy of developing similar institutions elsewhere, as recommended by the Committee on Vocational Education. Social progress, no less than economic, is reflected in the manner in which the barriers of caste are being surmounted; and every year makes a difference. In 1923 a boot-maker who ventured to employ two apprentices from the Ranchi school was immediately boycotted by all the local *mochis*. In 1924 boys trained as shoe-makers obtained employment without difficulty, and the demand for admission to this class has consequently increased.

Mining education.

The depression in the coal industry is probably responsible for a decrease in the number of students attending the mining classes. But it is gratifying to observe that more Biharis and Oriyas are attempting to qualify for the post of colliery manager, and each year there is keener competition for the stipends awarded to such candidates. A useful criterion of the value of these classes is to be found in the number of students who secure a manager's certificate after attending the lectures. Among nine students who were summoned for the oral examination in 1924-25, four succeeded in obtaining second class certificates and one a first class. A project for erecting hostels for the students at each of the lecture-halls was submitted to Government during this period, and has since been approved.

State scholarships and stipends.

In previous years two State scholarships have been awarded to enable students to go abroad for technical training; and last year the number of such scholarships was raised to three. Two of the selected candidates are being trained in mining and the third as an electrical engineer.

Several stipends also were again granted to young men who were anxious to undergo industrial and technical training outside the province. For some years apprentices have been admitted to a compositors' class in the Government Press at Gulzarbagh, and the results were so encouraging that two new classes were instituted last year for book-binding and letter-press printing. Apprentices are also admitted into the canal workshops at Dehri-on-Son, where they receive instruction under the supervision of the Public Works Department.

Aided institutions.

Among aided institutions the Jamshedpur Technical Institute continued to make satisfactory progress. During the period under review the first batch of students completed their training, and thirteen of them, including seven from this province, were engaged on five-year contracts by the Tata Iron and Steel Company, with a starting salary of Rs. 200 a month. At Jamalpur a principal for the technical school has at last been secured; and the scheme of training, which was approved by Government several years ago, is now practically complete. The difficulty that has been experienced in obtaining suitable candidates from this province for these two institutions cannot but be regarded as disheartening. There is no dearth of young men with the necessary qualifications; the prospects are excellent and far more assured than those offered by the Bihar College of Engineering; and from the moment a candidate is admitted he ceases to be a financial burden on his family. Yet it has been found almost impossible to fill up the places reserved for natives of Bihar and Orissa. This state of affairs accords ill with the outcry for more technical education, and it is hard to find any other explanation than the dislike of young men for manual work. If this province is not to be left hopelessly behind in the economic world, it is to be hoped that all those who exercise influence over students will impress upon them the patriotic duty, as well as the material advantages, of seizing these openings.

Industrial developments.

Such then are the educational activities of this department. But what, it may be asked, has it done to foster industrial development? This aspect of its labours is reviewed in the following paragraphs.

Hand-loom weaving.

The extent and importance of the handloom weaving industry is not generally appreciated. Probably few people realize that rather more than one-third of the cloth worn by the people of this province is produced by the hand-looms of their own villages. In Bihar proper the proportion so produced is relatively small, but

in Chota Nagpur it amounts to one-half, while in Orissa it varies between two-thirds and three-quarters. The total output of the hand-loom in this province is valued at Rs. 5 crores, while its proceeds support no less than half a million people. There is a widespread impression that this industry must be dying out, because the hand-loom weavers cannot be expected to compete with the power-loom, which can produce 50 to 60 yards of cloth a day. Such a theory does not appear to be supported by the facts, and the report of the Indian Industrial Commission shows that the worker by hand has actually gained ground during the last generation. But despite this remarkable achievement the industry is scattered and unorganized, and it badly requires assistance in the struggle to hold its own against organized competition. This assistance is readily forthcoming, and the aim of the Industries Department is to teach the cottage weaver improved methods and to obtain for him the full benefit of his labour.

Demonstration weaving parties.

When the department came into being, it found three stationary weaving schools established at different places. These schools had but little effect on the rural population, and two of them were soon closed down. Their place was taken by peripatetic demonstration parties, whose business was to tour in the villages and give ocular demonstration of the advantages to be derived from improved methods of work and better appliances. These parties concentrated on the introduction of the fly-shuttle sley, which enables the weaver of coarse cloth to increase his output by almost 100 per cent. Ten of these parties are now at work, two new ones having been started in 1924. A headquarters was established for the purpose of controlling their activities and of supplying the sleys and other accessories; and here experimental work also was carried out. It is estimated that by these methods over 7,000 new looms have been introduced in about 1,300 villages since 1921, and each year tells of quicker progress. The work is naturally made more difficult by the depression in the textile trade, which has forced the power-mills to throw large quantities of cotton goods on the market at very low prices. This affects the price which the hand-weaver can command for his produce, and he therefore has less money to spare for the purchase of better appliances. The boom enjoyed by hand-woven goods two years ago has passed. At that time the national enthusiasm for *khaddar* induced many people to purchase these goods, even when they were more expensive than machine-made and imported articles. Now the enthusiasm has subsided, the price of yarn has risen sharply, and the weaver's profits are by no means what they were.

Apart from the difficulties arising out of this industrial depression, the very success which has attended the introduction of the fly-shuttle is already raising new problems. The output can be practically doubled with the same expenditure of time and labour, but how is the increased production to be absorbed? The market for hand-woven cloth is not capable of unlimited expansion. Many people, even among the poorer classes, are definitely prejudiced in favour of the finer and softer cloth made on the power-loom, and would hardly be tempted to wear the coarser material, even if it could be offered at a substantially lower price. It is true that many weavers are cultivators too, and they may find a partial solution of the problem by producing the same amount of cloth in half the time and devoting more attention to their agriculture. But there is reason to believe that to some extent the cottage weaver may also be able to compete with the power-looms in their own field, and this he is now being encouraged to do by Government in several distinct ways. One is by the production of a finer cloth. There are grave initial difficulties about this, but with the help of the demonstrators it looks as though they may be overcome, and the experiment is well worth trying. Another innovation is the introduction of the "dobby" into the weaver's cottage, thereby enabling him to produce *dhotis* and *saris* with the popular ornamental borders. A third means of helping the weaver to compete with the power-loom is by giving him instruction in the use of dyes. The prevailing ignorance about the new artificial dyes is a great handicap to the production by hand of cheap coloured or flowered goods; and the demonstration parties are trying to remove this handicap by selling dyes to the weavers at favourable rates and showing how they may best be used. Yet another experiment of recent date is the organization of departmental stores, run on business lines by persons who understand weaving. These stores will sell weaving appliances, dyes and yarn, and will also be prepared to purchase the finer cloth which is made by the villagers. It is hoped that in course of time they may develop into true co-operative institutions, which will be of the utmost value in promoting the benefit of the hand-loom industry.

New problems of the weaving industry;

and the efforts to solve them.

It will be readily understood that the efforts of Government, described above, for stimulating this important industry must depend largely for their success on the enthusiasm and efficiency of the demonstrator who is

The training of weaving demonstrators.

placed in charge of each of these wandering parties, and of the *mistris* working under him. No little difficulty has been experienced in selecting and training satisfactory candidates for the post of demonstrator; and, where the results achieved have been disappointing, it is here that the explanation is to be found. As time goes on, this obstacle should be gradually overcome. Meanwhile a scheme for the re-organization of these parties has been drawn up, whereby it is proposed to divide up the province into ten areas, with a demonstrator in charge of each area and *mistris* stationed at various centres under him. This scheme is being submitted to Government for orders.

An experiment in industrial education.

Out of the three stationary schools, which had been established many years ago, it has already been observed that only one was suffered to continue after 1921. This was the institution at Bihar Sharif, and the Vocational Education Committee recently recommended that it should be superseded by a half-time middle school for weaving, in accordance with a scheme prepared by Government's educational and industrial advisers. This proposal has now been sanctioned, and it is hoped that the new school will be started in the current year. Its progress will be watched with interest.

The Bhagalpur Silk Institute.

The silk and woollen branches of the hand-weaving industry have not been neglected. Indeed the success of the Bhagalpur Silk Institute is probably the outstanding achievement of the Department of Industries. The year 1924-25 was one of special prosperity for this institute, owing to the impetus it received from the British Empire Exhibition. The total production of silk goods during these twelve months was valued at Rs. 47,159, out of which one-half was despatched to England for the Exhibition. The ten looms belonging to the institute were insufficient to cope with this heavy demand, and the help of 50 local weavers in their own homes had to be obtained. These men, who had been accustomed to work in only one variety of silk, took readily to the use of other varieties, and soon learned to produce complicated designs in various colours. The experience thus gained led the local dealers to open four new weaving factories in Bhagalpur, and in these enterprises they obtained help and guidance from the institute. Attempts to promote the production of mulberry silk in Chota Nagpur have not yet been altogether successful, but Government are persevering in these and other efforts to encourage sericulture in different parts of the province, and the institute at Bhagalpur forms the headquarters for these activities.

The Gaya blanket factory.

The blanket industry of the province is centred at Gaya, and here Government recently established a blanket factory, which has been the object of adverse criticism. Commercially it can hardly claim to have been a success, but it was never intended that the experiment should stand or fall by the profits it could show. The local industry of blanket-making is on the decline, and unless something is done by Government to assist it, it will inevitably die out altogether. One important object of the factory was to introduce improved appliances among the village blanket-weavers and to train them in the use of those appliances; and in this direction it may claim to have accomplished something. After being closed for re-organization during the greater part of the year, the factory was re-opened in February 1925, and its future will depend on what the next year or two may bring forth.

A mistaken impression.

The condition of the indigenous weaving industry has been dealt with at some length, partly because of its great intrinsic importance and partly in view of the common allegation that Government is in reality hostile to this industry and would willingly see it perish. Such a charge, relating as it does to a Transferred subject which is under the control of a Minister, is not likely to be true; but this account of the whole-hearted attempts which are being made to assist the industry in every shape and form should show clearly that the suggestion is unfounded.

The Cottage Industries Institute.

Considerations of space render it necessary to deal more briefly with the steps taken to encourage other industries. It has been told how a headquarters was established for the weaving demonstration parties, where experimental work was carried out. This was known as the Cotton Testing and Experimental Station, and was located at Ranchi. The activities of this institution have been gradually expanding in recent years, until weaving is only one of its numerous departments. During the period under review, its *habitat* was moved from Ranchi to Patna, and in March 1925, the " Cottage Industries Institute " was formally opened at Gulzarbagh by Lady Wheeler. In addition to ordinary weaving, there are sections for dyeing, hand-printing, knitting, lametta work and the manufacture of carpets, *newar*, tape and toys. In connection with this institute a sale depôt has been opened in Bankipur, which serves not only as a centre for selling the various goods made by the department

but also to find markets for all genuine cottage and home industries in the province. It is yet too early to prophesy regarding the success of this venture, but at least it reflects credit on the enterprise of the organizers.

The British Empire Exhibition.

An event of outstanding importance in the year 1924 was the opening of the British Empire Exhibition, where an Arts and Crafts stall was set up by the local Government. The Indian Indigo and Lac Associations also participated in the section representing Bihar and Orissa's place in the Empire. Apart from its great moral value, it is hoped that this Exhibition will be the means of opening up an export trade for the home industries of this province. The business so far transacted with European firms has not come up to expectations, largely because the first tentative orders could not be executed promptly, owing to an insufficiency of stock. *Bis vendit qui cito vendit.* It will be most unfortunate if a golden opportunity has thus been let slip for ever; but there are indications that it may yet be recovered, with the help of an agency which has now been established in England for the sale of such goods. In any case the outlay on this great Exhibition—which was in the neighbourhood of half a lakh only—must be accounted money well spent.

Engineering branch.

In its engineering branch, the Industries Department acts as a consultant to small capitalists. Individuals and firms who wish to employ machinery in this province frequently find themselves in difficulties, because they either cannot afford to obtain reliable advice or do not know where to seek it. To such persons the department offers expert advice regarding the plant and machinery required, and, if so desired, will place orders for its purchase and undertake its erection and lay-out at prescribed rates of payment. Its staff is prepared at any time to advise about existing plants, and for a small compounding fee will be responsible for their periodical inspection. Although these services are designed primarily for the benefit of the smaller firms, larger concerns also are taking advantage of them. The development of this branch has led to an increase in its staff in the past year, and several important installations of plants were taken in hand during this period. The largest of these was the equipment of a large-scale modern rice mill of the Burma type. The erection of a Lancashire boiler and chimney for a *gur* refinery was supervised, and the machinery and plant installed, by the officers of the department, who also set up a 72 horse-power crude oil engine for an Orissa oil-mill.

Pioneering work.

Besides stimulating existing industries, Government are anxious, wherever possible, to pave the way for new industrial activity in the province. Two examples of this pioneering work may be cited. After lengthy investigations of a preliminary nature, a definite scheme was laid before the Board of Industries in August 1924 for the establishment of a demonstration match factory in the old saw-mill belonging to the opium factory at Gulzarbagh. This scheme was sanctioned by Government, and the necessary funds have been voted by the Legislative Council. The wood will be obtained from the jungles of north Champaran, and floated down the Gandak and Gogra rivers to the factory compound, which is situated on the bank of the Ganges. The objects in view are to prove that good matches can be manufactured profitably in India from Indian woods, and to encourage private enterprise to develop this industry with such assistance as Government can provide. In the second place, a project for producing paper pulp at Cuttack from bamboos from the forests of Angul was fully worked out, and large scale tests of the bamboos were actually carried out by the Imperial Forest Institute at Dehra-Dun. These experiments were entirely successful, and the conclusions derived therefrom have been published. It now remains for private enterprise to take advantage of the opportunity thus disclosed.

The State Aid to Industries Act.

A further proof of the attitude of Government towards industrial development is furnished by the State Aid to Industries Act, which was passed in 1923. During the first full year in which this Act was in operation eleven applications for assistance were received. Five of these were recommended to Government by the Board of Industries, and in four cases their recommendation was accepted. On the whole the first fruits of this piece of legislation have been rather disappointing, and it is surprising that small concerns have not tried to take advantage of it more extensively. But this may come later.

The inspection of factories.

Outside the Industries Department a special staff is maintained by Government for the inspection of factories. The main duties of this staff are to keep a strict watch on the conditions under which employés work, with special reference to such matters as sanitation, ventilation and lighting; to ensure that the fencing of machinery is adequate; to investigate the responsibility for serious accidents; and to see generally that the provisions of the Indian Factories Act are being complied with. This work is

superintended by a Chief Inspector of Factories, whose headquarters are at Ranchi, and to assist him in his task a second Inspector was recently appointed. Early in 1925 it was decided that the second Inspector should be stationed at Muzaffarpur with a separate establishment, and should be placed in independent charge of the factories in the Tirhut, Patna and north Bhagalpur divisions, subject to the general supervision of the Chief Inspector.

The record of their activities in 1924.

The definition of the term " factory " was broadened two or three years ago, so as to include all industrial concerns employing at least twenty persons, and all such concerns are compelled to get themselves registered by Government, while in special cases registration can be made compulsory even when less than twenty persons are employed. During 1924 the number of registered factories in this province fell from 229 to 214. This was due mainly to an increasing tendency on the part of planters to abandon the manufacture of indigo. Twenty-six new factories were taken on to the register, including eight small saw-mills and seven mills for the production of rice, oil or flour. Among other new concerns mention may be made of three sugar and two shellac factories, a printing press and an electric generating station. During the year 170 factories were inspected, and many of these were visited by the Inspectors more than once. Despite the fact that fewer factories were at work, the number of persons employed in them rose from 67,951 to 70,015. These included only 6,234 women and children, as compared with 7,162 in 1923 and 9,977 in 1922. There is no doubt that this steady elimination of female and child labour is primarily due to the special restrictions which have been placed upon their hours of labour and the obligation to obtain a medical certificate for any child who is employed.

Factory accidents.

During the two preceding years there had been substantial and gratifying reductions in the number of accidents that took place in factories. Unhappily the improvement was not maintained in 1924. It is true that the total number of accidents recorded rose only slightly—from 1,166 to 1,213—which corresponds roughly with the increase in the number of employés. But there were as many as 43 fatal accidents, compared with 17 in 1923; and 160 serious accidents, compared with 140. These less satisfactory results are attributable wholly to the iron and steel industry. Distressing as they are, there is yet a rational explanation of the set-back, which renders it less alarming than it would otherwise be. This lies in the extensive installation of new and

heavy plant, and the unfamiliarity of the workers with its dangers. It is difficult to make the human element keep pace with the machine. But it is satisfactory to relate that, in the vast majority of the investigated cases, the managing authorities have been exonerated from blame for these accidents. Where they are not due solely to misadventure it is usually found that the unlucky victim has either himself or one of his fellow-workers to thank for his mishap. There have been suggestions from some quarters that the Inspector's finding in regard to such accidents is not always reliable, and that sometimes the responsibility of the management is slurred over; but one has only to read the account of a few typical cases to be satisfied that there is little to justify these comments.

The Workmen's Compensation Act.

The Workmen's Compensation Act is an important piece of all-India legislation, which came into force on the 1st July 1924. The local Government have appointed all district officers as commissioners under the Act, and additional commissioners have been provided for the important industrial centres of Dhanbad and Dhalbhum. Practically all the employés in factories, mines and railways, as well as many of those engaged in other occupations, come within the scope of this measure. In India there are many factors which make the working of such an Act more difficult than in Western countries, and it is still too early to discuss the success of the experiment.

The mineral resources of this province.

In the course of 1924 a handbook was issued by Government on the mining and mineral resources of Bihar and Orissa. This hand-book is the outcome of a committee, which had been appointed on the recommendation of the Legislative Council to investigate the possibilities of developing the vast mineral wealth of the province, and to examine how far it could be utilized to augment the provincial revenues. The committee came to the conclusion that the exploitation of these resources must depend, in the future, as in the past, on private capital and enterprise; all that Government could do was to assist and encourage the private investor or qualified pioneer, leaving the revenues of the province to grow naturally with the expansion of industry. The committee observed, however, that the relation in which Government stands to the private capitalist and prospector is widely misunderstood; and further that there is still a large field of unexplored opportunity regarding which the public is ignorant. It was believed that the prevailing ignorance and misunderstandings might be largely dispelled, and local interest

stimulated, by setting forth in an easily intelligible and accessible form all the information available about the mineral resources of Bihar and Orissa and the conditions under which they can be developed.

Some remarkable revelations of its mineral wealth.

The hand-book * so published is of absorbing interest, and its study is to be commended. It reveals the fact that this province is richer in mineral wealth than any other province in India, and even in its present undeveloped state it produces minerals every year to the value of some £ 4,000,000. Its annual output of coal represents about 70 per cent. of the total output for India, while of iron ore it produces an even greater proportion. The fact that these two minerals are found in close proximity to each other in this province enhances their value enormously. Seven-tenths of the world's mica supply is provided by India, and by far the greater part of India's mica is provided by Bihar and Orissa. The district of Hazaribagh alone produces nearly one-half of the mica in existence. In the district of Singhbhum there are valuable deposits of copper ore. Here large quantities of this mineral were being produced in recent years at a time when no other copper mine existed in India. The company working this particular belt has now ceased operations, but a strong combination has been formed to work another promising belt, and extractions should commence almost at once. Nearly half the limestone produced in India during 1924 came from the district of Shahabad, and minerals suitable for building purposes occur in great variety and abundance in many parts of the province. The clay resources of the province are very considerable, and hitherto there has been little attempt to exploit them scientifically. China clay (kaolin) in particular is a product of considerable commercial value, and its importance has been increased by the recent discovery of its properties as a specific for cholera, though the quantity so used must, of course, remain very small.

The coal industry.

The Jharia coalfield is the most important in the province and is still responsible for more than half of India's total supply, though it is noticeable that production in the Raniganj field (which this province shares with Bengal) has been increasing more rapidly during the last two years than in Jharia. The number of mines worked during the year in the Jharia coalfield fell from 393 to 344, and

* "Hand-book of Mining and Mineral Resources in Bihar and Orissa", price Rs. 1-4-0; obtainable from the Government Press, Patna, or from the Revenue Department of the local Government.

elsewhere the same tendancy was apparent. The reason for this is to be found in the depression in the coal trade, which caused many mines raising second and third class coal to close down. This was however, of actual benefit to the larger collieries, as it eased their difficulties with regard both to labour and to transport; for it is generally reported that no difficulty was experienced in getting an adequate supply of labour, and there was distinctly less trouble in getting the coal away. Moreover, despite the prevailing depression, the total output for the province rose from 13,171,983 tons to 14,100,112.

Water-supply in the coal-fields.

The problem of the water-supply in the coalfields is one of great importance, and the completion of a vast engineering project was signalized by the formal opening of the Rajdaha dam by His Excellency Sir Henry Wheeler on the 15th November 1924. For ten years the Jharia Water Board has been engaged on this work, which it was originally hoped to complete in five or six. The construction was seriously hampered by the Great War, which made the plant difficult to obtain and raised the price of all materials. Besides the masonry dam and reservoir, thirteen miles of aqueduct have been built, mains have been laid in the central section of the distribution system, and water is now being supplied to all those collieries which are connected with the Board's mains. Work in the remaining sections is expected to be completed in 1925. Reference has been made elsewhere to the passing of the Jharia Water Supply (Amendment) Act, which conferred additional powers on the Board to deal with this problem.

The Jharia Mines Board of Health.

The general health of the mining population was well maintained during 1924, though it was inevitably affected by the epidemic of cholera, which visited the whole province. In the Jharia coalfield the Mines Board of Health is doing invaluable work. This board controls an area which includes the whole subdivision of Dhanbad, one of the most thickly populated parts of the province. It is a thoroughly representative body, consisting of eleven members, of whom four are officials, two are nominated non-officials, four are elected by mine-owners, and one is elected by the royalty-receivers. In the area controlled by this board 1,431 cases of cholera broke out in 1924, and of these 560 (or 39 per cent.) proved fatal. On the occasion of the last serious epidemic of this disease in 1919, there had been 4,007 cases in a portion of the same area, and the deaths then recorded were 2,124 (or 53 per cent.) in number. Here as elsewhere in the province striking results were obtained from the treatment of cholera

patients with kaolin. The death-rate in cases so treated was less than half that in other cases, even when the treatment was carried out by persons who had no medical training. In 15 cases which were treated by a qualified practitioner and were susceptible of proper supervision, only two deaths resulted. The mortality rate last year in the Dhanbad subdivision was 1·2 per mille, while for the province as a whole it was 2·3. The achievement of the board is the more remarkable, when it is borne in mind that this area is for the most part densely inhabited by a floating population. The campaign in favour of vaccination was carried on vigorously by the board, and was rewarded by a distinct fall in the prevalence of small-pox, as well as in the percentage of fatal cases. The board supervises also the general sanitation of the coalfield, and insists that the miners should be properly housed. In this matter it now commands almost universal support, and, whereas the housing programme which it imposes on the collieries was at first resented, opposition is very rarely experienced now. The prevention of food adulteration is another problem to which the board devotes much attention.

Mine accidents.

Last year the province was happily spared from any great disaster in the mining world comparable with that which had overtaken the Parbelia colliery in 1923. Nevertheless fatal accidents to one or more persons continued to occur with greater frequency, and the total number of such accidents in all the mines of the province was 130. No fewer than 106 of these occurred in the Jharia coalfield, where 134 persons lost their lives. As in the factories, many of these accidents were due to the disregard of safety precautions by the victims themselves, but at times the management was not wholly devoid of responsibility. Such blame as was theirs, however, lay more in the failure to appreciate possibilities of danger than in deliberate neglect to safeguard the lives of the miners. There is reason to believe that the growth of accidents is due, not to increasing laxity, but to the greater depth at which, as time goes on, the mining operations are carried out, and to the more dangerous conditions thereby created.

Mining legislation.

In the reformed constitution Mines are a " Central subject ". This means that, although the local Government must needs be keenly interested in everything that concerns the welfare of this important industry, and are freely consulted on its problems by the Government of India, the final decision in the settlement of mining problems does not rest with them. They can, however, from time to time contribute towards

the solution of any particular difficulty, and an example of this may be seen in the enactment by the Legislative Council of the Aerial Ropeways Bill, whereby it is hoped to encourage the practice of sand-stowing in mines and thus to conserve coal-supplies and diminish the risk of accidents. This measure was passed into law in August 1924 and took effect from the 1st January following, and the local Government are at present engaged in framing rules under the Act. But the industry as a whole is governed by the Indian Mines Act, which has lately been revised by the Central Legislature, and in its new form came into operation in July 1924. The principal changes introduced are the new definition of a " mine ", covering practically all excavations for the purpose of searching for or obtaining minerals, and the complete prohibition of child labour either underground or on the surface. Some people think that this prohibition should be extended to female labour also, and possibly its extension is only a question of time. Meanwhile the tendency in this province is to employ women less and less below ground.

Railways.

Railways constitute another " Central subject ", but there are four light railways with a mileage of about 150 miles, that are under the partial control of the local Government. Probably the most important event in the railway world during the period under review was the transfer of the East Indian Railway on the 1st January 1925 from the control of a company to the control of the State. The development of railway communications is a vital factor in economic progress, and it is satisfactory to relate that the province is passing through a period of unwonted activity in this sphere. At present the total mileage of all the open railway lines in Bihar and Orissa is in the neighbourhood of 3,200 miles. During the fifteen months with which this volume deals the construction of another 360 miles was either in hand or sanctioned. In addition, the survey of a short line to be known as the South Karanpura Entrance Railway was approved by the Railway Board, as well as the survey of a light railway from Bichhakori to Raxaul in north Bihar. In February 1925 the Gua-Dangoaposi branch of the Amda-Jamda Railway was opened for traffic. There is an intimate connection between the extension of the railway system and the development of mineral resources. The latter has always been greatly handicapped by the lack of transport; and although it has been stated above that this difficulty was felt less acutely in the past year, the problem remains a very grave one. Consequently there is the greater cause for satisfaction that most of the activities just enumerated are designed directly to afford facilities for mineral

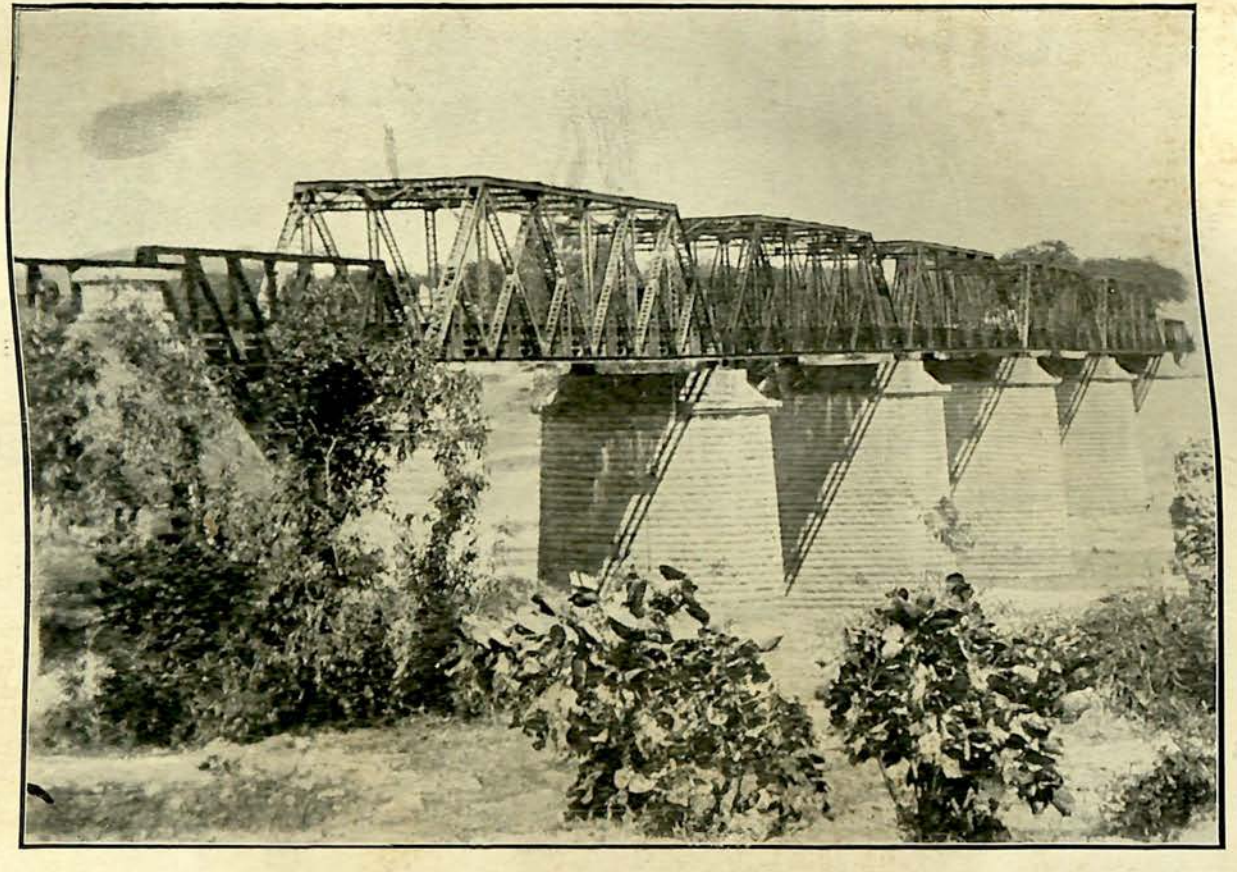
transport. In particular the extension of the Amda-Jamda line has made it possible to despatch iron-ore from Gua to the blast furnaces of the Indian Iron and Steel Company, which had previously obtained all their ore from the Mayurbhanj State or the Central Provinces.

Road communications.

The adequacy of road communications is another matter of no small moment to the economic development of the province; and to the maintenance and improvement of the main provincial thoroughfares care is devoted every year by the Public Works Department. No entirely new road of first class importance has been opened out lately, but steady progress has been made in the construction of bridges on existing communications. The photograph reproduced opposite this page illustrates one of the more recent works in this category, the bridge having been thrown open to traffic at the beginning of 1924.

Maritime Trade.

The coast-line of this province is short, and it possesses no great port; maritime trade is consequently small. Government investigated the possibilities of developing False Point as a port for Orissa, but it was found to be quite unsuitable, and the small existing port there was finally closed at the end of June, 1924. Proposals for opening a port of more modest dimensions elsewhere on the Orissa coast have not yet matured. Shipping is confined to the two ports of Balasore (Chandbali) and Puri, where trade is carried on principally by coasting vessels, although a few foreign ships put in at the latter place, which is an export station only. Rice is the chief export from the port of Puri, and the partial failure of the crops in Orissa led to a marked fall in the quantity of rice exported in 1924-25, when compared with the unusual activity of the two preceding years. At Balasore the principal articles of export, besides rice, are jute, ghee, bones and dried fish; imports include cotton, Bombay twist, hardware, kerosine oil, betel nuts, spices, and miscellaneous merchandise. The total value of exported goods during 1924-25 was Rs. 30,01,674, and the imports were valued at Rs. 11,07,416. The revenue realized by the customs authorities, slight as it is, arises mainly from export duty on rice shipped to Ceylon. In 1923-24 the net customs revenue was about Rs. 14,400—an exceptionally high figure—but last year it relapsed to about Rs. 5,000 for the reason already stated. There is a steamer service between Calcutta and Chandbali, and about 38,000 passengers arrived and departed by sea during the course of the year.



BARAKER BRIDGE, 9TH MILE GIRIDIH—DUMRI ROAD.

Trade with Nepal.

The transfrontier trade of this province with Nepal has hitherto been registered at thirty-three road stations, which are distributed along the entire length of the Nepal frontier, and are located, as far as possible, on the main routes that cross it. Registration is effected by clerks under the supervision of the district officers, who send returns monthly to the Director of Industries for compilation. This system has been found unsatisfactory, owing to the difficulty of exercising proper supervision over low-paid clerks stationed at isolated outposts. It was decided therefore to abandon the present system from April 1925, and instead merely to record the traffic at railway stations adjacent to the principal trade routes across the frontier. The last annual report to be issued by the Director of Industries shows that the total value of trade with Nepal during 1924-25 was Rs. 526·37 lakhs, of which Rs. 329·25 lakhs represented imports and the remainder exports. These figures point to a slight all-round decrease in trade compared with the previous year's record, but are nevertheless well above the average. Manufactured articles, notably cotton yarn and piece-goods, continued to constitute the bulk of exported goods, though a fair quantity of raw cotton also found its way into Nepal from this province. Imports consisted mainly of raw materials, and foodgrains in particular. Rice alone accounted for more than half of the total value of imported articles, and over four million maunds of this one commodity were brought across the frontier last year.

The co-operative movement.

It is only fitting that this survey of the economic problems of Bihar and Orissa should conclude with some account of the co-operative movement. The promoters of this movement hope and believe that therein lies the economic salvation of the masses of India and the ultimate solution of their various difficulties. And, if the development of co-operation can be kept in the right channels, there is some foundation for this claim. The most marked characteristic of the lower classes is not so much their poverty as their impecuniosity. They are caught up in the toils of an everlasting indebtedness, from which it often seems that there is no way of escape. Primarily the co-operative movement is concerned in releasing them from this entanglement of debt, and this it seeks to do not merely by assuming itself the rôle of an indulgent money-lender, inspired with an altruistic regard for his client's welfare and a genuine desire to see him liquidate his obligations, but also by inculcating ideals of thrift among its members, by teaching them to combine to work out their own salvation and by changing

their whole outlook and shewing them a new conception of the common good. The moral aspect of the movement is indeed at least as important as its material aims. It is symptomatic that this department of Government owes much to the disinterested zeal of honorary non-official workers.

Its rapid growth.

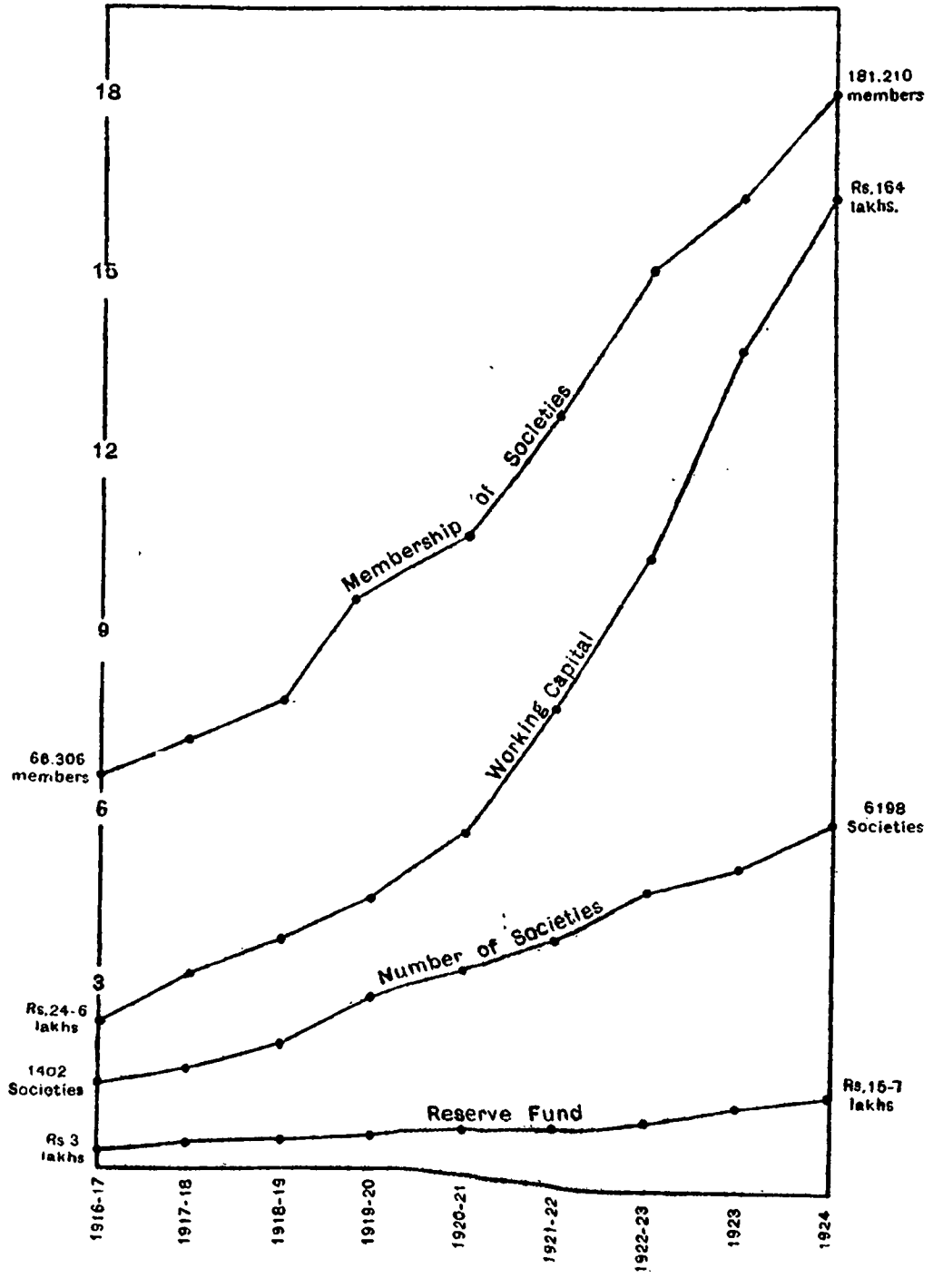
The diagram reproduced on the opposite page gives an idea of the progress of the movement in the last nine years, and illustrates its growing financial stability. It will be seen that capital is increasing faster than membership, being now just over Rs. 90 to each member, compared with rather less than Rs. 40 in 1916-17. During the same period the aggregate reserve funds have grown to five times their former dimensions, which is a rate of progress nearly double that of membership. These figures relate to primary societies only; the central societies, though comparatively few in number and with a limited membership, have a separate working capital of over Rs. 180 lakhs. The diagram shows that the standard of advance set by the preceding years was well maintained in 1924; and during the first three months of 1925, there was a further net increase of 136 in the number of primary societies. In the course of the twelve months ending in December 1924, the working of all societies, central and primary, showed a profit of close on Rs. 7 lakhs, which is easily the highest so far recorded.

How it encourages thrift.

The movement inculcates thrift in various ways, and one of the most important of these is by curbing unnecessarily lavish expenditure on marriages and other social ceremonies, which is so often the fount and origin of subsequent embarrassments. Other methods employed to attain this object are the encouragement of deposits of money in the village bank, insistence on the punctual payment of *kists* due, and the introduction of share capital into village societies. The gradual payment of share calls is a form of compulsory deposit, which has many advantages. While the rapid extension of the working capital commanded by the movement is gratifying, special value attaches to that portion of it which belongs to the members of the societies themselves. This may take the form of paid up shares, of ordinary deposits, or of amounts held in reserve. The steady growth of this internal capital is of vital importance, not only as a means of encouraging thrift, but also because it gives the members a greater stake in their societies and reduces the dependence of the movement on the outside money market.

Progress of the Co-operative movement.

(The figures throughout relate to primary societies only.)



A landmark in its development.

In September 1924, Government published the report of a committee which had been appointed twelve months earlier to consider what arrangements should be made for the future control of the co-operative movement in Bihar and Orissa, the adequacy of the existing audit system, and the financial assistance required from Government. Together with the committee's report the orders passed on it by Government were made public. The resolution in which these orders are contained is a document of a far-reaching character, and constitutes a landmark in the development of co-operation in this province. The main question which came up for consideration was concerned with the superior staff required to supervise the activities of the department. Hitherto this staff had consisted of the Registrar, with his Personal Assistant, and five Assistant Registrars, one of whom was in charge of each civil division of the province. As the movement developed, these five charges became too heavy for one officer to manage properly, and the question was whether they should be reduced in extent or additional officers should be appointed to assist in the management of each division. The former alternative was preferred, and two more Assistant Registrars have already been appointed, thus increasing the number of circles to seven. This process will be continued in future, as the number of societies in each circle grows too heavy for adequate supervision by one officer. The post of Deputy Registrar has been sanctioned for several years, but has been allowed to remain vacant. The committee were of the opinion that it was now absolutely necessary to fill up this post, and recommended that it should remain in the cadre of the Indian Civil Service. The provincial Retrenchment Committee, on the other hand, had recently proposed that the post should be abolished. After carefully weighing the material before them Government inclined to the view that it may prove necessary to appoint a Deputy Registrar when the total number of societies reaches 7,500, but they accepted the popular demand that it should be removed from the Indian Civil Service cadre and submitted proposals accordingly to the Government of India. Another important recommendation of the committee was for the appointment of a chief auditor. It was pointed out that the Registrar has now to control a complicated banking system, which calls for a thorough knowledge of commercial accountancy. It is essential that he should have the assistance of an expert, who will be able to check the working of the audit staff, to train its members, and to advise on all matters of accountancy and audit. This recommendation has been

accepted by Government, who have also concurred in the views expressed by the committee regarding the adequacy of the present audit system. The safety of the whole movement entirely depends on this, and there is reason to believe that the audit of primary societies by local auditors is not altogether satisfactory. It has been decided therefore that the number of societies to be placed in the charge of each local auditor should be reduced, and that test audits should be carried out with greater frequency and thoroughness. The various subsidies which Government were then giving to the Provincial Co-operative Federation were also passed in review by this committee, and orders have been passed on their detailed recommendations.

Central banks.

The Provincial Bank continues to prosper, and among the most gratifying features of the period under review is a substantial increase in its share capital. It has more deposits now than it actually requires, and has recently reduced its rate of interest. The number of central banks actually working at the end of 1924 was 57—an increase of four over the previous year's figure. They realized a combined profit of Rs. 2,68,211 during the year, but it is regrettable to have to report that six of these banks individually worked at a loss, owing in almost every case to mismanagement. The great need of the central banks is for capable and active directors, who will keep a vigilant eye on their working and will undertake themselves the regular supervision and inspection of the attached societies. At present the energy and capacity shown by the directors of the different banks vary greatly, and this is further evident in the record of their collections from the primary societies during 1924. The average collection for the whole province was 57 per cent. of the demand, which cannot be called satisfactory, especially when six banks found it possible to collect 90 per cent. or over.

Where their money comes from.

The bulk of the capital of central banks is made up of deposits, most of which are, of course, forthcoming from non-members, and it is interesting to see which classes of society entrust their savings to the movement. Out of Rs. 95 lakhs in deposit at the end of 1924, no less than Rs. 32½ lakhs came from men in service, who probably have not the time to invest their hard-earned money in shares or land, and have been quicker than other classes to appreciate the soundness of these banks. Lawyers are usually more prone to go in for land, but Rs. 20½ lakhs was contributed by the professional classes, such as

lawyers and doctors. *Zamindars* deposited Rs. 16½ lakhs, women Rs. 8 lakhs, agriculturists Rs. 2½ lakhs, traders only Rs. 2 lakhs; and mention may finally be made of the money-lenders, who " fed the mouth which bites them " to the tune of Rs. 3 lakhs.

The control of affiliated societies.

One of the chief problems with which the central banks are faced is the difficulty of controlling adequately more than a limited number of affiliated societies. When this limit is overstepped, the central bank is sometimes split up into two, but it is hard to find satisfactory directors, or to attract deposits, in the outlying parts of a subdivision. Another remedy that has been tried is to appoint a second manager to hold charge of a particular area; and yet other experiments have been made in the direction of opening branches of the central banks. None of these devices has been wholly successful, and it rests largely with local conditions to determine which method can best be adopted. Meanwhile the task of controlling the primary societies has been rendered easier by the formation of guarantee unions.

Guarantee unions.

The underlying principle of these guarantee unions is that at least five societies join together into a separate unit with joint security. The credit of the societies is thus mutually strengthened, the necessity for supervision lessened, and the working generally improved. During 1924, the number of these unions rose from 141 to 170, and nearly one-fourth of the agricultural societies are now affiliated to one or other of them. Their value may be readily appreciated by examining the periodical classification of societies which is made by the audit authorities after a thorough inspection of their work. Thus a society may be shown as model, good, average, bad or hopeless. Out of 4,410 societies classified in 1924, 20·5 per cent. were declared to be " model " or " good ", and 10 per cent. " bad " or " hopeless ". 1,075 of the classified societies were affiliated to guarantee unions, and 40 per cent. of these were returned as " model " or " good ", and only 3 per cent. as " bad "; there was not a single " hopeless " society among them.

Agricultural societies.

It is natural that the vast majority of the village organizations should be in the nature of agricultural societies. Of these no fewer than 5,862 were working at the end of 1924, and they had an average membership of 29. It has been calculated that there is at present one such society in every fifteen villages of the province, excluding the Feudatory States, and one person out of 200 is a member. This gives some idea of what remains

to be accomplished. The average collection of these societies from their members last year was only 58 per cent. of the demand—an achievement which leaves much to be desired; and, while there was an appreciable increase in all descriptions of internal capital, this increase did not keep pace with the growth of capital from outside sources. Some agricultural societies take the form of grain golas, where members deposit produce instead of cash, and can take loans for seed purposes against these deposits. The number of such golas rose to 113 during 1924, though several of them had not been able to start working before the end of the year. On the whole they have continued to show good results, and are likely to be of the greatest assistance both to the members and to Government in times of scarcity, but they call for a close study of the movements of the grain market, and care must be taken lest they function simply as societies for the sale of grain.

Non-agricultural societies.

The non-agricultural societies in the province number only 336. Interesting as they are, therefore, and great as is the promise that many of them hold for the future, they are still of relatively small importance to the people of the province, and it must suffice to give a bare enumeration of the different types. Nine societies have been organized among primary teachers, and sixty-two among other salary-earners. The latter include a Secretariat Banking Society, and another for the Ranchi accounts office. The Secretariat organization did particularly well in realizing a profit of Rs. 5,998 on a working capital of Rs. 71,991. There are eight "People's Banks" and four provincial associations, including one for the Bihar and Orissa Civil Service. There are thirty-eight fishermen's societies, and a number of others for artisans of different kinds, such as oilmen, blacksmiths, carpenters, shoemakers, tailors and bell-metal workers. All these seem to be developing satisfactorily; but the results achieved by the weavers' societies, which number 106, are less encouraging. In particular considerable losses have been sustained by the two large weavers' stores organized at Bhagalpur and Ranchi. Co-operative stores generally have had a somewhat unfortunate history up to date, and their failure is ascribed mainly to the free supply of money from outside, leading to carelessness and speculation on the part of the management.

Co-operation and the depressed classes.

One type of society, which perhaps deserves special mention, is that which works among the depressed classes of the province. Societies among *doms*, *mehtars*, *chamars* and *dhankars* are growing in number, and

are doing most useful work in improving their morals and their material condition. These people, of course, possess few or no assets, but small loans are advanced to them for such purposes as poultry breeding, and they learn business habits by repaying these loans regularly in fixed instalments. Much patience and unselfish work is required to make these missionary efforts successful, but the progress achieved among the *Pans* of Angul shows what such societies can accomplish. Plans are now being matured, in consultation with the Police Department, to undertake a similar mission among the *Magahiya Doms* of Saran. Nor is it sought to elevate the lower castes simply through the special organizations formed for their members. The removal of untouchability is implicit in the co-operative movement, and one central bank reports that this spirit is particularly noticeable among the members of several of its societies, who allow their children to mix with the children of classes hitherto regarded as untouchable.

How the movement helps other departments.

The unique feature of this movement is that it forms a common meeting-place for all agencies of progress. The Agricultural, Education, Public Health, Veterinary and Industries Departments all recognize in the village co-operative society an invaluable means of getting into touch with the rural population and of prosecuting their different propaganda. It has already been told how one society alone bought over 40 tons of a particular kind of new manure in 1924. This is only one instance among many in which the organization has earned the thanks of the agricultural authorities for its assistance is popularizing new seeds, better fertilizers, and improved methods of cultivation. The inoculation of cattle is strongly recommended, and many of the societies have taken an active part in combatting the prejudice against this beneficent practice. Last year Rs. 53,000 was advanced to members for such objects as the reclamation of waste lands, the construction of *bandhs*, and the sinking or repair of wells. The movement is fully alive to the fact that the illiteracy of the people militates against their economic uplift more than any other single factor, except their entanglement in debt. Accordingly the banks have either started *pathshalas* themselves or taken over their management with the help of the district boards; they have granted stipends to the poorer boys, and have placed illiterate members of their societies under the free tutorship of literate members; they obtain grants from local bodies for education purposes, and during 1924 they contributed over Rs. 8,000 from their own funds towards this object. The public health organization is only too glad to avail itself of

the assistance which the banks offer. During the cholera epidemic of 1924 more than a dozen central banks rendered help by the distribution of medicines, the disinfection of wells, and the deputation of doctors at their own cost; others distributed quinine in areas affected by malaria. One bank purchased and distributed 250 phials of anti-snakebite solution, and lectures given on epidemic diseases and sanitation are keenly appreciated. Members of societies have been known to take a hand themselves in village sanitation by filling up unhealthy ditches.

Some of its achievements.

To those who seek to belittle the amount accomplished by this movement in its primary work of relieving debt a conclusive answer is forthcoming. On an average calculation the amount saved to its members by way of interest in 1924 alone was more than Rs. 10 lakhs. During the same period members were able to purchase 2,747 acres of land and to redeem 4,543 acres from encumbrances, while the number of cattle owned by them increased by 16,457 head. And these results are only slightly better than those achieved in each of the three preceding years. Cases are continually coming to light of individual members who have cleared themselves entirely of debt, and one society has recently reported that this is true of every single one of its members. Instances of the economy effected by curtailing ceremonial expenses are forthcoming every year. Excessive drinking is discouraged, and pressure is brought to bear on members who offend in this respect. Finally, a check is exercised over wasteful litigation by the increasing willingness of members to submit their disputes to arbitration. Criminal cases between members are seldom brought into court at all, and of those which are actually instituted the majority are withdrawn after amicable settlement. One bank reports that a member appealed to the guarantee union against the decision of his society, and a second appeal was then preferred to the central bank, by whose award the dispute was settled finally.

The attitude of landlords.

It is not altogether unnatural that this movement should have encountered some hostility from the *mahajans*. For such opposition its promoters were prepared, and they believe that the movement is strong enough to meet it successfully. Less rational, and harder to contend with, is the inimical attitude of some *zamindars*. Their number, be it said at once, is not very large; for the majority of landlords seem to view the societies with indifference, while some

do all they can to render active aid. But there have been occasions when registered societies could not be started because they were viewed with disfavour by the local *zamindar;* and in other places it has been necessary to close down existing organizations for the same reason. Such persons would do well to ponder the words of His Excellency Sir Henry Wheeler in reply to the address of a central bank. Referring to certain landlords who had helped the movement forward, he said: "They have shown an excellent example to other *zamindars*, some of whom, I gather, are inclined to be apathetic, if not antagonistic. If there be any such, I would appeal to them to reconsider their attitude. *Zamindars* not infrequently come to me and complain that they are losing influence. Well, there is one obvious way to maintain their influence, and that is to place themselves in the forefront of all movements designed to benefit the people, as this co-operative credit system most assuredly is."

CHAPTER VI.

Maintenance of the Public Peace and Administration of Justice.

The police—an inexpensive organization.

It has been stated in an earlier chapter that the maintenance of law and order in this province is achieved at an exceptionally small cost. It would not be difficult to elaborate this fact with an imposing array of statistics taken from any other province in India, but conclusive figures have been cited on this issue in the publications of previous years, and it is unnecessary to repeat them. During the last two years substantial savings have been effected in the travelling allowance and contingent charges of the force. In 1924-25, as a result of the Retrenchment Committee's recommendations, the strength of the district police was decreased by 8 inspectors, 1 sergeant-major, 61 sub-inspectors, 113 head-constables and 274 constables. The imperative need for more police in Purnea and Jamshedpur, combined with certain administrative changes in the department, made it necessary to re-employ some of the men thus discharged; but a net reduction of 257 posts was effected. Another saving was brought about by the amalgamation of the constables' training schools at Cuttack and Nathnagar in April 1924.

Recent savings effected.

Dangers of excessive economy.

Indeed it is open to question whether the pursuit of economy has not been carried too far. In many parts of the province the protection of life and property depends on a body of men, whose numbers are perilously small. Again, those who are inclined to question the morals of the common constable may well ask whether it is reasonable to look for a very high standard of integrity and personal honour among men drawing a pay of Rs. 20 a month—men too who are placed in a position of peculiar responsibility and temptation. Apart from considerations of honesty, the pay is often inadequate to attract persons with any claim to education at all, and 29 per cent. of the force is still reported to be illiterate. In 1923 classes were started among constables of the armed police and

An ill-paid force;

the ordinary reserve for the teaching of such subjects as reading, writing, simple arithmetic and telling the time. These classes are said to have proved popular in many districts; but the need for them illustrates the advantage that would accrue from a wider field of recruitment. Nor are these the only grounds for misgiving. The condition of police buildings is in many places deplorable, and the accommodation miserably inadequate. A case was recently reported in which two head-constables and 28 men were occupying a building constructed for eight men only. Elsewhere in the same district constables were housed in a barrack built over 50 years ago at a cost of Rs. 300; half of it had completely disappeared except for the floor, and the other half was in a precarious condition, with a roof consisting of bamboos and straw. In another police-station a sub-inspector was living in a single-room building with walls of mud, while the constables' barrack consisted of four ill-ventilated and insanitary rooms, infested with snakes, and showing dangerous cracks in the mud walls. It is not surprising to learn that in this barrack a constable contracted plague, and that the mortality is unusually high. Cheap buildings are not always economical. A sub-inspector's house, which collapsed in 1924 after surviving 70 years, was found to have cost in repairs nearly 13 times the original outlay. The clothing of the force leaves as much to be desired as their accommodation, and the majority of head-constables and constables cannot be supplied with great coats and boots out of the allotment sanctioned. Inevitably the lack of proper buildings and clothes reacts seriously on the health of the force, which is consistently reported as indifferent. The number of admissions into hospital has increased steadily during the last two years, and in 1924-25 no fewer than 103,397 working days were lost to Government through sickness. It is obvious that such condition must react adversely on recruitment and on the *morale* of the force. It may be hoped, therefore, that there will be few to grudge the extra funds which were voted last year by the Council for police equipment and buildings, whether this step be regarded as a bare act of justice or as a business proposition.

inadequately housed and clothed.

Effect on the health of the police.

In discussing the debate on the police budget, tribute has already been paid to the common sense and fairness displayed by the Legislative Council in their dealings with this department. It is no less gratifying to be able to record a distinct improvement in the

Improved relations with the public.

attitude of the press and the public. The patience and impartiality of the police during the strike at Jamshedpur, the success of their efforts to check criminal activity in particular areas, the thoroughness and efficiency of arrangements made by them at the time of important festivals, their relief-work in times of calamity and distress—these and other meritorious achievements have been generously acknowledged by the newspapers and the people of the locality. But perhaps the most striking evidence of the growing appreciation of the public is to be found in the vehement protests which are habitually made against proposals for the abolition of a police-station or its removal to another village. It would be going too far to say that the police are becoming a popular service, but there is at least an increasing tendency to give credit where credit is due.

Growth of civic responsibility.

No less encouraging than this growth of a better feeling between the police and the public are the tokens of active co-operation by the latter in representing crime. The maintenance of law and order in the past has found its greatest handicap in the apathy displayed by the average individual, who is wont to consider that the State has no call on his services, or even on his good will, in the task of protecting society, and whose only anxiety is to dissociate himself from the acts of the official custodians of the peace. The past year has furnished welcome indications of the awakening of civic consciousness. The most encouraging of these are forthcoming in the attitude of villagers towards dacoits. In as many as 32 instances a successful resistance was offered to the attacks of these cowardly criminals, and several acts of individual heroism are recorded. On other occasions private citizens have collaborated with the police towards securing the arrest of offenders, and have given active help in capturing escaped prisoners.

Political crime.

The province has continued to enjoy immunity from anarchical crime since the beginning of 1924, and there has been a noticeable decline in the publication of seditious literature, though it was found necessary to prosecute two newspapers for printing articles of this nature. The gradual return to more normal conditions, and the decline of that spirit of lawlessness which had been fostered by the political agitation of recent years, are reflected in the smaller number of cases where recourse was found necessary to the preventive sections of the Criminal Procedure Code. It is significant also that practically no " additional police " had to be entertained during this period.

On the other hand, there was a slight increase in ordinary crime. The total number of murders reported to the police during 1924 was not quite so large as in the previous year, but the cases found to be true were 238, against 237 in 1923. It is depressing to have to acknowledge that a large number of murders remain undetected or unpunished. Not more than 110 of these cases could be sent to trial, and out of these only 44 ended in conviction, while the percentage of persons convicted was lower still. There were not so many murders for gain, but the number of witchcraft cases rose from 10 to 16. Domestic quarrels and love intrigues still furnish by far the most common motive for murder. It is strange to read of the comparatively trivial cases which will sometimes provoke this extreme act. Thus a man in Champaran, being reproved by his father for idleness, snatched a log from a funeral pyre, beat the old man to death, and then burned his body on the pyre. In Monghyr a man brutally murdered his brother's widow for her neglect of household affairs. In Gaya a *pasi* suspected that his toddy was being stolen from the trees, and so he put arsenic in the pots—with fatal results.

Murder.

The marked fall in dacoity, which had rewarded the strenuous measures directed against this form of crime in 1923, was unhappily not maintained, and the number of reported cases in 1924 rose from 294 to 330, while the cases declared to be true increased similarly from 269 to 303. These figures, however, are still better than those for 1922. Out of 71 cases tried, the prosecution was successful in 33, and altogether 143 persons were convicted out of 469 sent up. The special efforts made to check dacoity in Purnea continued to meet with considerable success, even after the withdrawal of a portion of the extra force which had been specially drafted into this district. But in Bhagalpur the position has grown worse, and it appears likely that many of these desperadoes have shifted their head-quarters across the district border. Punjabi gangs continued to be active in Chota Nagpur, and are held responsible for 12 of the cases that occurred there; while foreign criminals from Nepal and Gorakhpur are credited with most of the 24 dacoities reported from Champaran. The danger of enlarging such men on bail while they are waiting trial has been abundantly proved in the past and again this year by actual evidence. Three persons, who had been arrested for this crime and released on bail, were found to have engaged forthwith in a second dacoity, in order to raise money for conducting their defence in the first. Another man

Dacoity.

openly confessed that he had taken part in a Purnea dacoity, while he was under trial in bad-livelihood proceedings; while two other notorious criminals, against whom similar proceedings were pending, were actually arrested in the act of setting out on a dacoity expedition.

Other forms of crime.

Among other forms of crime which show a slight increase in 1924 the following may be mentioned. But it is well to bear in mind that these figures do not necessarily point to an actual growth in the prevalence of such crimes. There is reason to believe that the larger number of cases reported is in part the result of a greater readiness to bring these offences to the notice of the police. 162 cases of culpable homicide were reported, as compared with 150 in 1923. True cases of rioting and unlawful assemblies rose from 643 to 662, and of robbery from 122 to 146. 599 cases of cattle theft came to light, against 553 in the previous year. There were 103 cases of professional swindling, the victims being for the most part ignorant and credulous villagers; but several instances occurred in which members of the educated classes were practised upon with surprising ease. A rather serious increase took place in the activity of coiners, but it is satisfactory to record that most of the offenders were brought to book. The public are only too ready to accept a clumsily forged note. There was an increase from 228 to 283 in the cases of mischief to animals, but only 34 instances came to light in which the inhuman practice of flaying goats alive was followed. In 1923 there had been 82 such cases, but it would be unsafe to conclude that this abomination is yet dying out. An unbroken succession of four good harvests has operated to bring down the number of ordinary burglaries and thefts to a lower level than had previously been reached since the formation of this province. Burglaries dropped from 16,473 to 15,911, which is little more than half the number ascribed to the year 1919. Thefts rose very slightly from 13,406 to 13,837; but previous to 1923 the number had never been less than 14,500.

Surveillance.

Although economic conditions are primarily responsible for this happy result, some of the credit is due to improved methods of surveillance of criminals and suspects. Mention was made last year of the substitution of a system of secret picketting for the periodical visits which are ordinarily made to the houses of these persons. This system was successfully developed during the period under review, and undoubtedly acted as a deterrent. Some idea of the magnitude of this aspect of police work may be gathered from the

fact that in the Purnea district alone there are 849 persons over whose movements a constant watch has to be kept.

Discipline of the force.

The discipline of the force may be described on the whole as satisfactory. During 1924 sixty-one constables were convicted under the Police Act for departmental breaches of discipline. This is a slightly larger number than has been reported in recent years, but it is said to be mainly due to a tightening-up of control. In particular the introduction of the picketting system has involved the punishment of several men who were disposed not to take this duty seriously. 237 criminal charges were brought against the police by members of public, but in only 39 of these were convictions obtained.

Civil litigation.

The administration of civil justice presented no unusual features during these fifteen months. The committee appointed by the Government of India to investigate the various problems connected with this subject paid a visit to Patna in July 1924. Its report was published in the early part of the following year, and local Governments have since been examining many of the recommendations made therein. But the action which is being taken on these proposals does not fall within the scope of the present review. The total number of original suits instituted in the civil courts during 1924 was 164,419—the highest figure recorded since 1920. About two-thirds of these were rent suits. Title suits, though comparatively few in number, represented in value 60 per cent. of the whole litigation of the province. On the whole, original cases were disposed of a little more expeditiously than in 1923; and despite the increased volume of work, the number of pending cases at the close of the year was reduced from 89,624 to 79,758. But this figure is still extremely high, and it includes 988 suits which have been pending for over a year. The number of appeals and miscellaneous cases preferred before the High Court was 3,254, while it was not found possible to dispose of more than 2,402; so that the arrears mounted from 3,457 cases to 4,309. To cope with this situation, the appointment of two Additional Judges of the High Court was extended for another twelve months.

The Santal Civil Rules.

In consequence of a resolution moved in the Legislative Council at the end of 1921, Government took up the revision of the rules for the guidance of civil courts in the Santal Parganas, and the revised rules were finally issued in August, 1924. Early in 1925 two other measures of some importance were carried

through; namely, the establishment of a new *munsifi* at Jahanabad, and the transfer of the jurisdiction for trial of Small Cause Court cases from the subdivisional officer of Dinapur to the civil courts at Bankipur.

Peripatetic stamp reporters.

Three years ago the experiment was tried of appointing two stamp reporters, whose duty was to go from district to district and check the correctness of the court-fees paid. It was believed that Government suffered an appreciable loss of revenue through the insufficiency of these fees in many cases. The experiment proved most successful, and both officers were retained on this work until May, 1924, since when only one has been employed. During the twelve months ending in December, 1924, deficit court-fees amounting to Rs. 24,106 were discovered by these reporters; and rather more than half of this amount was subsequently realized.

The jury system.

In the criminal courts a further insight was obtained during 1924 into the working of the jury system of trials. This system is in force in ten districts of the province for the trial of certain offences. In some of these districts it is reported to have worked satisfactorily, but the more usual experience still is that jurors are not yet fully alive to their responsibilities. An extreme instance is provided by the district of Muzaffarpur, where out of 65 persons tried by the jury system 4 only were convicted and 61 were held to be not guilty. During 1924 the number of persons tried by jury in this province was 531, and the verdict of the jury was accepted by the judge in respect of 502 persons. The others were made the subject of reference to the High Court. During the same period 1,439 persons were tried with the help of assessors. In respect of 806 of these persons the judge agreed with the unanimous opinion of the assessors; regarding 453 he disagreed with one or more of them, and regarding 180 he disagreed with them all. Difficulty is still experienced in several districts in securing the attendance of jurors and assessors.

Volume of work in the criminal courts.

The total number of criminal cases decided during 1924 was 63,139. In all 244,027 witnesses attended for examination, of whom 63,619 were discharged unexamined. Great stress has always been laid on the importance of avoiding harassment to witnesses by detaining them longer than is absolutely necessary and compelling them to appear in court again and again. The following figures will show that this consideration has been borne in mind by most

presiding officers. 64·2 per cent. of the witnesses who attended court were discharged on the first day, and were not required to appear again at all. 25·4 per cent. were discharged on the second day of their attendance and 7·6 per cent. on the third day. Only 2·8 per cent. were required to present themselves on more than three days.

Appeals.

The frequency of appeals from the decisions of judicial courts in India has formed the subject of frequent comment, and the volume of appellate work seems to go on increasing from year to year. During 1924, 2,251 appeals were preferred in magistrate's courts, 2,181 in the courts of Sessions and 240 in the High Court. These figures do not include applications for reference and revision, which were almost as numerous as actual appeals. The percentage of success with which these petitions are attended varies but little in the different courts, and it will be sufficient to quote the figures relating to Sessions Courts. 4,700 persons were concerned in the appeals decided by Sessions Judges during 1924. The appeals of 977 of these were summarily dismissed, and those of 1,907 others were rejected after hearing. 1,032 succeeded in obtaining an acquittal; the sentence of 652 others was altered or reduced; and in respect of 125 persons a fresh trial or further enquiry was ordered. The proceedings against two appellants were quashed. It will thus be seen that 61 per cent. of these persons gained nothing by appealing, while only 22 per cent. were entirely successful. During this period sentence of death on twenty-five persons was referred to the High Court for confirmation. Against nine of these the sentence was confirmed; but against seven others it was commuted to transportation for life; and nine persons were acquitted.

Jail administration.

Closely connected with the work of apprehending offenders against society and bringing them to book is the task of providing for their safe custody, either during or after their trial. There was a slight increase in most classes of the jail population during 1924. The year opened with 6,140 prisoners of all kinds under custody, and closed with 6,181. The daily average was 6,276, or 321 more than in the previous year. Of these 5,345 were convicts, the remainder being under-trial or civil prisoners. In the course of the twelve months 12,090 convicts were admitted into prison, including 424 females. The general increase in the population is largely explained by the repatriation of prisoners from the Andamans and the stoppage of further deportations to that settlement.

Health of prisoners.

Despite the larger number of persons in custody, there was a marked decline in sickness. The total number of admissions to hospital fell from 5,970 to 5,169, and the daily average number of sick was only 213, as compared with 235 in the preceding year. When it is remembered that the health of prisoners in 1923 was exceptionally good, these figures are even more striking. The mortality rate was 2·1 per cent., which again compares very favourably with the rate of 2·9 per cent. among the free population of the province. The outbreak of cholera was confined to the district jail at Monghyr, where four deaths occurred out of six cases. It is believed that flies carried the infection into the jail from the immediate neighbourhood, where the disease had broken out in a severe form. Convicts suffering from leprosy were segregated in the district jail at Muzaffarpur. There they were given injections once a week, in addition to external treatment daily, and from this they derived much benefit. It is reported that several cases were apparently cured. If weight is a sufficient criterion, the health of most prisoners improved during their residence in jail. 53 per cent. of the convicts discharged during 1924 were found to have gained weight, 33 per cent. remained stationary, and only 14 per cent. weighed less than when they were admitted. This in itself is a sufficient refutation of the criticisms that are sometimes directed against jail diet.

Juvenile offenders.

There was a somewhat abrupt rise in the number of youthful offenders, in which category is included all persons up to the age of 20 years. 764 of these delinquents were sent to prison during 1924, as compared with 485 during 1923. But among these only 35 (including one girl) were under fifteen years of age, against 47 in the preceding year. Twelve boys were sent to the reformatory school at Hazaribagh, and the vast majority of the other youthful offenders were transferred to the juvenile jail at Monghyr. Here much care is devoted to providing them with an elementary education, though the efforts in this direction are often hampered by the shortness of the sentences imposed. The boys are divided into three sections—Hindi, Urdu and Oriya—and are given instruction in "the three R.'s" up to the lower primary standard. Arrangements have recently been made for the regular inspection of these classes by a responsible officer of the Education Department. Technical training is also given, so as to encourage the boys to seek an honest livelihood after their release. They now receive instruction in weaving, tailoring, carpentry, tinsmithy, blacksmithy and cane work. Special tools for the equipment of the carpentry

and smithy classes were purchased during 1924 in consultation with the Director of Industries. An important innovation is the recent opening of a night school, which helps to keep the boys occupied after the day's work is over. Moral and religious instruction has been imparted regularly by Hindu and Muhammadan members of the staff, and this is now done on two days of the week instead of one only. The desirability of appointing religious instructors from outside is being considered.

Prisoners' Aid Societies.

In 1923 a long-felt want had been removed by the formation at Monghyr of a Juvenile Prisoners' Aid Society by the local gentry. Its object is to provide board and lodging for deserving youths on their release and to find work for them. In the "Whitty Home", which is managed by this society, there is accommodation for twenty juveniles. Its efforts are gratefully acknowledged by the jail authorities, who have undertaken also to find employment for the inmates of the home by passing on some of the orders for work which are ordinarily executed inside the jail. Eight boys, discharged during 1924, benefited by the assistance of this society. The desirability of forming other societies of this kind for adult prisoners in various important centres has recently been urged by Government on the local officers; but the success of such an enterprise must depend mainly on the interest and voluntary effort of the non-official element.

Jail manufactures.

The financial record of jail manufactures in 1924 was, on the whole, not unsatisfactory, and a net profit of Rs. 1,63,112 was realized during the year. This, it is true, is some Rs. 6,000 less than in 1923, but there were a number of good reasons for the drop, notably the heavy accumulation of unsold articles and raw materials at the close of the period, and the substantial amounts outstanding on account of goods supplied late in the year. At Buxar Central Jail in particular the results were good, and the profits at this factory alone amounted to over Rs. 1 lakh. Tent-making and tailoring are the chief industries at Buxar, whereas Bhagalpur specializes in textile work. The factory staff at the latter place is in process of re-organization, and it has been decided to appoint an expert mill manager for the wool-spinning and weaving mill of the central jail, and to abolish the posts of deputy superintendent and carding master. The condition of the machinery at Bhagalpur is at present unsatisfactory, and better results should be obtained, when this has been replaced. The working of jail dairies throughout the province showed a profit of Rs. 3,973 during the same period. These dairies perform a useful function in places where good milk is not obtainable locally.

Administrative changes.

The district jails at Chaibassa and Angul were reduced to the status of subsidiary jails in February 1924, in order to facilitate the concentration of prisoners in the central jails; and a new subsidiary jail was opened at Latehar in the district of Palamau. Two members of the Indian Medical Service were appointed as whole-time Superintendents of the central jails at Gaya and Hazaribagh. Formerly these jails were managed by the Civil Surgeons of the respective districts as a collateral charge, but the work is too heavy and exacting to be carried out satisfactorily in this way. All the central jails of the province have now a whole-time superintendent. The existing arrangement whereby the clerical work of the subsidiary jails is done by part-time or whole-time clerks recruited from outside has not worked as well as could be wished; and the experiment is being made in a few selected jails of replacing these clerks by literate warders. The main advantages of this system are that the new staff will be amenable to jail discipline, and will be able to relieve the ordinary warders, as necessity arises.

Prison reforms.

Some of the administrative changes described above follow the recommendations of the Jails Committee, which have been gradually receiving effect during the past three years. The following changes, all of which were introduced during 1924, have also been adopted in pursuance of the recommendations of that committee. The rule governing the grant of reward for the apprehension of escaped prisoners has been revised, so that the amount of the reward is determined, not by the length of the sentence which the escaped convict was undergoing, but by the exertion and danger involved in his recapture. The wooden neck-tickets formerly worn by convicts have been replaced by metal breast tickets, and neck rings have been abolished. Ankle rings may no longer be fixed on prisoners, unless they are working outside the prison walls, and the wearing of wrist rings by habitual prisoners has been discontinued. The power of jail superintendents to punish a breach of jail discipline by solitary confinement has been taken away. The remission system, which formerly applied only to sentences of at least one year, has been extended to sentences of six months or over; and thoroughly good conduct is now rewarded by the remission of two days in each month, instead of one day only. Convict night-watchmen can earn a remission of five days a month, instead of four. The "star class" system of classification has been introduced in the Hazaribagh Central Jail as an experimental measure, with the object of segregating prisoners who are not habitually criminal or corrupt from those who are. Government

have decided that the system of giving compulsory education to all prisoners of 25 years and under, whose mother-tongue is Hindi and whose sentence is more than two years, should be given a trial in one central jail, and a detailed scheme has been prepared accordingly. Finally, the rules regulating the punishment of whipping in jails have been revised. Hitherto this punishment could be inflicted at the discretion of the jail superintendent for very serious offences. Now the offences for which it is appropriate have been clearly defined, and its use in all other circumstances forbidden. As a consequence of these orders, only nine prisoners were punished by whipping during the whole of 1924. The number so punished in the previous year was twenty-six.

CHAPTER VII.

Education: Excise.

The importance of education recognized.

THE supreme importance of the problem of education and its intimate connection with progress in every sphere are now generally recognized, no less by intelligent public opinion than by Government itself. The interest taken by the Legislative Council in this aspect of the administration is shown by the fact that as many as 10 out of 37 resolutions discussed during the period which is now under review were directly concerned with education. It is gratifying, therefore, to be able to record very substantial progress in almost every branch of educational activity.

The educational record of this province.

It has been observed in previous reports that, while the problem of illiteracy is acute throughout India, it is even more acute in this province. Whether one looks at the percentage figures of literate persons, or at the comparative statistics of children attending schools, or at the amount of money, relatively to the total population, which is expended on education, Bihar and Orissa has gained a somewhat invidious reputation for backwardness. Just before the introduction of the Reforms the author of " India in 1920 " related how only 5·6 per cent. of the male population of British India was receiving instruction in educational institutions. If females were included, the percentage fell to 3·36. These figures are deplorably low, but they compare only too favourably with those which were reported for this province shortly afterwards. For in March 1921 the corresponding percentages in Bihar and Orissa were 4·27 and 2·43. During the last four years, however, striking progress has been achieved, and in March 1925 the number of male scholars had risen to 5·29 per cent. of the male population, and the total number of scholars, boys and girls, to 2·93 of the total population. All-India figures for 1924-25

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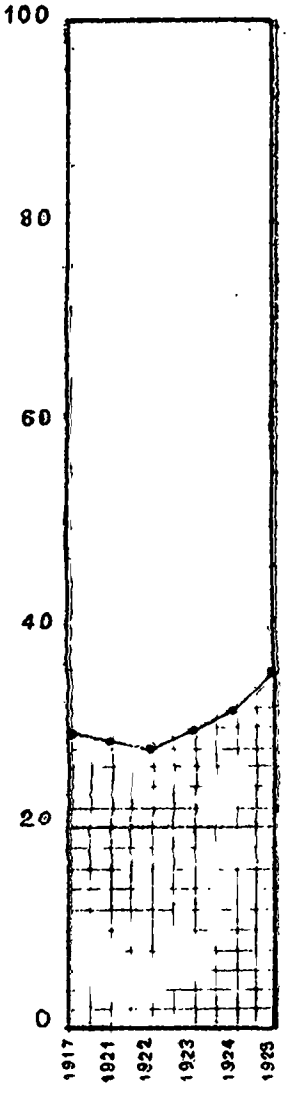

Diagram showing the percentage of scholars among boys of school-going age.

are unfortunately not available, so it is not possible to say now far this province has improved its position *vis à vis* others, but there can be little doubt that it is rapidly making up lee-way.

The revival of progress in education.

Another circumstance to which attention has been directed in previous years is the rather serious set-back which was experienced in almost every sphere of education during the first years of the Reformed Constitution. This set-back really began before the Reforms were introduced, and probably the high-water mark in educational progress for pre-Reform days was reached in 1917. The subsequent decline may be attributed to a variety of causes, economic and political, which need not be discussed further here. When the last volume of this series was written, the tide had already begun to turn, and the latest reports then available indicated a return to the standard set up in 1917. Since that volume was issued, the returns for two more years have been published, and these show very clearly that the temporary set-back is now a thing of the past, and new records have been established in every direction. The reasons for this, like those for the former retrograde movement, are varied. The people have enjoyed a succession of good harvests, and have suffered less from the scourge of serious epidemics. The boycott of educational institutions, which had been organized with some success by non-co-operating agencies, has ceased to operate. Most of the " national " schools have closed their doors, while some of the best of them have sought and obtained recognition from the proper authorities. It has been calculated that in March 1922 there were about 400 of these schools in Bihar and Orissa, with a (nominal) roll of 17,000 pupils. Now more than 300 schools have either ceased to exist altogether or abandoned their " national " character. But the most important factor contributing towards the revival of educational progress is probably the relaxation of financial stringency, which has enabled the local Government to make comparatively large grants to local bodies for the expansion of primary education and to increase its own expenditure on kindred objects. Lastly, there is reason to hope that a genuine desire for the knowledge how to read and write is gathering force among the people and facilitating the labours of the authorities.

The diagram opposite illustrates one aspect of the progress now being made and of the task that still lies ahead. 35·1 per cent. of the Indian boys of school-going age are now attending school; and, when it is borne in mind that only three years ago the corresponding figure was 27·8 per cent., it will not be denied that this represents a substantial achievement. The total number of pupils

(boys and girls) receiving instruction in March 1925 was 999,687, which is nearly 100,000 more than the highest figure previously recorded in the history of the province.

Growth of expenditure on education.

It is interesting to observe the growth of expenditure on what is perhaps the most important of all the transferred subjects. The diagram facing this page shows the total sums of money expended on all branches of education during each year since the advent of the Reforms, and the different sources from which the money is found. Several interesting considerations emerge from a study of this chart. One is the comparatively small amount which is realized from fees—that is to say, the small extent to which education in this province may be regarded as " self-supporting ", and the very large extent to which it is dispensed free. Another point of interest is that in each year rather more than half of the total expenditure on education has formed a net charge on the provincial revenues. The gross disbursements from Government funds are in fact considerably heavier than is shown in the diagram; but, after making allowance for all recoveries in the nature of fees and other miscellaneous items, the net burden on the provincial exchequer is indicated by the portions shaded in brown and pink. It will be noticed that between 1921 and 1923 there was a decrease in the total expenditure, which happens to correspond roughly with the set-back encountered during those years in the number of scholars under instruction and in the general educational progress of the province. But in reality there is no connection between these two phenomena. The explanation of the decline in expenditure during those years is that a very large sum of money was spent in 1920-21 on the construction of new college buildings at Cuttack, Bhagalpur and Muzaffarpur. These buildings were completed in the following year, with the result that in 1922-23 there was a heavy drop in capital disbursements. But actually the direct expenditure on education proper has gone on increasing steadily the whole time. This is clearly illustrated by the next diagram, which distinguishes between " direct " and " indirect " expenditure during each of these same five years, and gives also the corresponding figures in 1916-17 for purposes of comparison. Under indirect expenditure are classed disbursements on buildings, furniture, scholarships, hostel charges, and contingencies, together with charges for direction and inspection. Direct expenditure includes all other disbursements, and it is to the progress of this expenditure that one must look more particularly, in order to see what advance is being made in the dissemination of knowledge among the people.

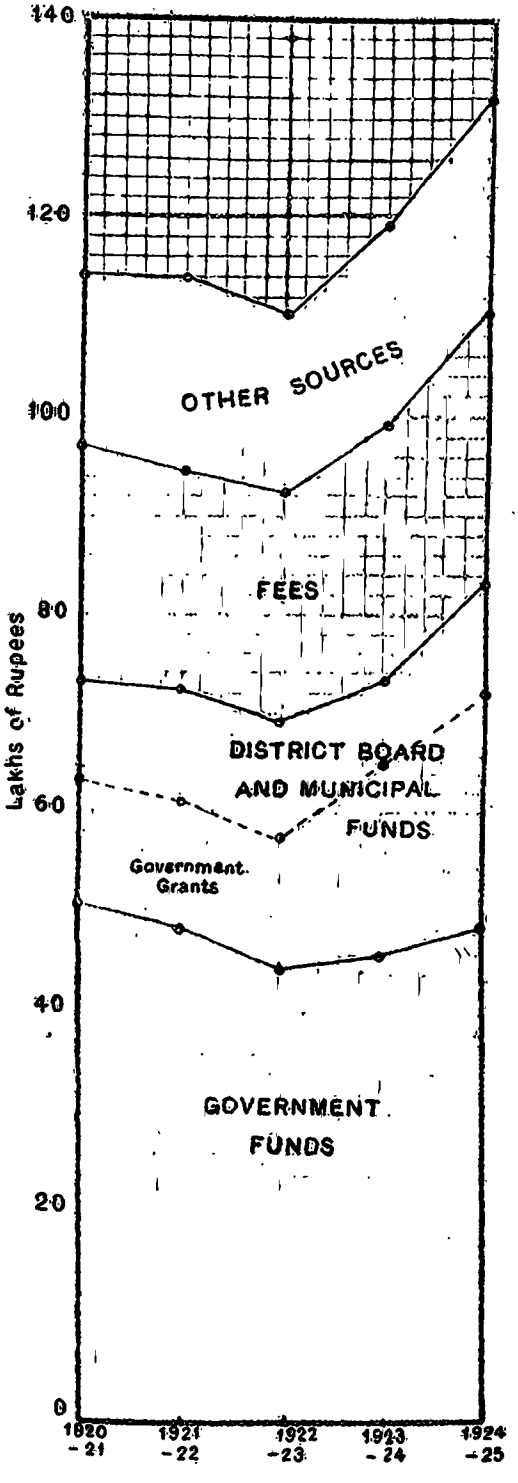

Diagram showing the total expenditure on educ
in the province during the last five years.

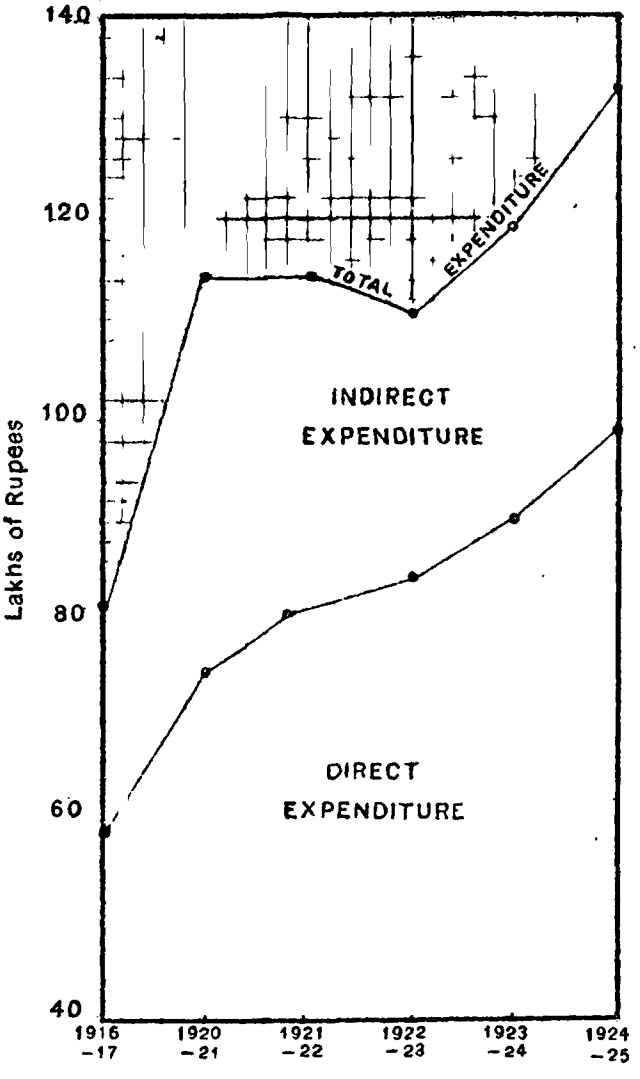

Diagram showing the relation of direct expenditure to indirect expenditure on education.

Primary education.

The chief weapon for fighting the prevailing illiteracy among the masses is of course the expansion of primary education. The extraordinarily ill-balanced nature of the educational structure in this country has been the subject of considerable comment, and it constitutes indeed the outstanding feature of the whole problem. It seems necessary therefore to reiterate the amazing fact that, whereas the fraction of persons who can read and write is practically negligible in India as compared with Western countries, the proportion of Indian youths who are undergoing instruction in the secondary and higher stages of education will stand very favourable comparisonn with the figures for Great Britain. The moral is obvious. To concentrate more and more on the primary stage of education, to spend more and more money, more and more time, more and more labour on this aspect of the problem—these are the essential requisites for restoring some sort of balance and proportion to the topsy-turvy structure.

Its rapid development.

In view of the above considerations it is satisfactory to note that out of Rs 9,43,795 (which represents the increase in direct expenditure on education during 1924-25 over the previous year's figure) no less than Rs. 6,02,463 was devoted to primary schools alone. University, colleges, high schools, middle schools and special schools, all combined, were not permitted to absorb much more than one-third of the extra funds set free for this purpose. As a result, the increase in the numbers of primary schools and of the pupils attending them was on a scale which has probably not been equalled before. The total number of primary schools for boys and girls, Indian and European, rose during these twelve months from 26,766 to 29,457, and the number of scholars from 775,639 to 864,150. With regard to schools for Indian boys alone, the following table furnishes striking evidence of the rate at which progress is being achieved :—

Year.	Number of primary schools of all classes for Indian boys.	Number of pupils.
1921-22	22,443	629,590
1922-23	23,078	661,548
1923-24	24,178	715,000
1924-25	26,553	707,170

Every district in the province contributed towards the increase in numbers last year, except Puri, which was handicapped by an epidemic of malaria. Having regard to the substantial grants which Government have found it possible to make to local bodies in this connection, and in the hope that still larger grants will be made in future, the programmes drawn up for the expansion of primary education in 1919-20 have been revised, and are now under the consideration of Government. The main principle followed in this revision is to ensure that financial assistance is given in those places where it is most urgently required, and not only where the clamour for it is greatest. Enthusiasm for the cause of education is praiseworthy and deserving of encouragement; but it must be borne in mind that most applications for financial help come from the advanced areas, while it is the backward areas that require special attention.

Compulsory education.

The position as regards compulsory primary education is very much the same as it was in 1923. The insuperable difficulties in the way of introducing any measure for making primary education both compulsory and free throughout the province within any measurable distance of time have already been examined and exposed. On the other hand it is now six years ago since the Bihar and Orissa Primary Education Act was passed, and local bodies generally have shown extreme apathy in taking advantage of its provisions. Ranchi led the way in 1921, but it is still the only municipality in the province where compulsory education is in force. However, there are signs that the experiment will soon be carried out on a larger scale. In January 1925 the Banki union in Cuttack followed the lead of the Ranchi municipality, and proposals have since been sanctioned for the introduction of the compulsory system in the Gopalganj and Maharajganj unions in Saran. Schemes for the Muzaffarpur municipality and the Gogri union are now under consideration. It is reported that in Ranchi a keener interest is being taken in the working of the Act, and compulsion is beginning to be really effective. Out of 2,169 boys of primary school age 1,806 are now at school.

The attitude of municipalities.

Apart from the slowness and in some cases the positive disinclination of municipalities to take effective steps for the introduction of compulsory education, it is unfortunately true that not a few of these bodies show a lack of interest in educational matters. Thus it is reported that the Patna City municipality is allowing its school houses to fall down. The municipalities at Bhagalpur and Deoghar have utilized for other

purposes grants given to them for building schools. Fortunately this attitude is not general; but such instances demonstrate the necessity for the recent orders which prescribe that no municipality shall be given an increased grant, unless it undertakes to spend not less than 5 per cent of its ordinary income on primary education.

Local managing committees.

The attempt to secure effective local supervision over primary schools by setting up local managing committees has not met with any greater success than in previous years. Most of these committees seldom meet and leave all the work to their secretaries. The teachers dislike serving under them. In Shahabad several cases came to light in which these committees had been guilty of misappropriating funds.

Pay of primary school teachers.

The rates of stipends for teachers recommended by the Education Committee of 1923-24 have now been definitely approved by Government and have been introduced in almost every district. But the pay of teachers is still miserably inadequate, and it appears inevitable that this question will remain one of the thorniest in the path of the educational reformer for many years to come.

A shorter curriculum.

In accordance with a recommendation of the Committee on Primary and Secondary Education, which submitted its report in 1923, the curriculum for primary schools has been revised, and the course shortened from six years to five. And in consequence of a resolution passed by the Legislative Council, orders were passed in April 1924, by which instruction in the use of the *charkha* was made a compulsory subject for all school-girls over ten years of age, and, on condition that raw cotton is supplied by the parents or persons in the locality, an optional subject for boys over ten in all primary schools. Unfortunately there has been a distinct tendency in some districts to abuse this concession for political purposes.

The charkha.

Secondary education.

The gratifying results which have followed a policy of determined concentration on the claims of primary schools have not been achieved at the expense of secondary education. The demand for the latter continues unabated, and great strides forward have been recorded in the last two years. At the end of March 1923 the total number of secondary schools of all classes in the province was 571. During the next twelve months this number rose to 584, and in March 1925 it stood at no less than 633. If we take the number of pupils attending these schools during the same

period, the advance is still more striking, though distributed more evenly over the two years. In 1923-24 the total number of pupils attending secondary schools increased from 65,863 to 72,914, and in the following year to 78,657. It is interesting to observe that the class of school which shows by far the greatest increase is the middle vernacular class. In 1924-25 alone the number of middle vernacular schools for Indian boys rose from 172 to 209. *Prima facie* these figures support the demand which has been put forward in some quarters for the replacement of English by the vernacular as a medium of instruction; but it is to be doubted whether such an interpretation would be correct. The conversion of a primary school into a middle vernacular school is a much easier and less expensive affair than its conversion into a middle English school, and the true explanation of the rapid increase in the number of middle vernacular schools is probably to be found in the insistent demand for secondary education and for obtaining it with the minimum of effort. Once a school has been successful in securing its status in the secondary grade, there is nearly always a local demand, sooner or later (and often quite soon), for its conversion from a middle vernacular into a middle English institution. But there are considerable difficulties, of which the most important are usually financial, in acceding to such demands; with the result that the growth of middle English schools is not commensurate with that of the vernacular type.

Management of middle schools.

The above considerations have a direct bearing on one of the several important questions concerning the future of secondary education in this province, regarding which a definite decision has been reached since the beginning of 1924. In the year 1918 the control of middle English schools was taken away from local bodies, in order that the latter might be free to devote the whole of their attention, and the whole of their funds, to vernacular teaching. Since then the middle English schools, generally speaking, have been in the position of Government-aided institutions, though not directly managed by Government. The Education Committee, which submitted its report in 1923, raised the whole question whether the distinction between middle vernacular and middle English schools should not be abolished, and all such schools placed under the direct control of Government, English being taught universally in the higher classes. From an administrative point of view there was a good deal to be said both for and against such a step, but the question of cost had to be seriously considered, and another practical difficulty was presented by the

lack of trained teachers in English. Moreover, from a political point of view, the suggestion was obviously a retrograde one, and the withdrawal of the powers and responsibilities now vested in the local bodies in respect of the middle vernacular schools could hardly be justified, except on the grounds of gross mismanagement and incompetence. The adoption of this proposal would also have led to an undesirable degree of centralisation. Government have decided, therefore, that, so far from undertaking the direct control of all middle schools themselves, the vernacular institutions shall remain as before under the management of the local bodies, who have further been given the option of assuming responsibility once more for the middle English schools also, on certain definite conditions, the most important of which are directed to ensuring that the interests of primary and vernacular teaching are not sacrificed by the local bodies to the teaching of English. All district boards and municipalities have been requested to decide whether, on the terms laid down, they are prepared to undertake this additional responsibility, and it will be of interest to see the result. At the same time Government prescribed the conditions governing the conversion of middle vernacular into middle English schools. The essential requirement is that at least one-half of the increased cost entailed must be forthcoming from local sources—either by way of extra fees realized from the boys in the English classes or from reliable subscriptions or endowments.

Vernacular instruction.

Important developments have taken place in regard to the adoption of the vernacular as a medium of instruction in the upper classes of high schools. This is still in the experimental stage, but in January 1925, the experiment was introduced on a large scale throughout the province, and in three distinct forms. First, in eleven Government high schools and three other schools, where the four highest classes are duplicated, one section is being taught through the medium of English and the other through the medium of the vernacular spoken by the largest number of the pupils. Secondly, privately-managed schools are being encouraged to use the vernacular medium, if this can be done without prejudice to the interests of minorities and if they can find the necessary funds themselves. Thirdly, attempts are being made to see how far one teacher can teach successfully through two vernaculars. It is reported that 23 schools are trying the second experiment and 16 the third, but it is too early to say what the results are likely to be. The English sections are a good deal more popular than the vernacular sections in many of the Government schools, and there have been difficulties regarding text-books. It is hoped, however, that these difficulties

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will not persist, in view of the assurance given by Government that the experiment will continue for at least three years.

Teachers' provident fund.

A welcome innovation which must be placed to the credit of last year's record is the inauguration of a provident fund for teachers in all high and middle English schools aided by Government. For this purpose largely increased grants-in-aid were sanctioned during 1924-25 on a recurring basis. These grants were further designed to cover the cost of an annual repair fund, amounting in the case of the middle schools to Rs. 120 each and in the case of the high schools to Rs. 600 each. For the high schools provision was made also for the appointment of a clerk.

Vocational training.

The committee appointed in 1922 to formulate proposals regarding vocational education submitted their report in January 1924, and Government have now passed orders on their recommendations. Two distinct problems were involved—the first relating to technical and industrial education in special institutions, and the second to vocational training in ordinary schools. It is with the second problem only that this chapter is concerned, and more particularly with its bearing on secondary education, seeing that in primary schools it is obviously unreasonable to expect more than the most elementary instruction in non-literary subjects. One of the most interesting proposals of the committee was concerned with the practical and scientific training in agriculture of all pupils in rural middle schools. This experiment has already been made in one or two other provinces, and in the Punjab particularly it seems to have been a great success. The main difficulty is that of money; but the local Government have decided to make a beginning with this experiment, and have asked the Director of Public Instruction to collaborate with the Director of Agriculture in drawing up proposals for a training class for teachers and in preparing a syllabus. With regard to the teaching of industrial subjects in middle schools, Government have promised their favourable consideration to applications for extra grants from the managing committees of aided schools who desire to employ local artisans for teaching any of the following subjects; *Boys* :—bamboo and basket-work, carpentry, wood-carving, mat-making, silk-winding, book-binding, toy-making, tinsmithy, weaving and tailoring; *Girls* :—knitting, sewing, spinning, embroidery and cooking. Drawing is already taught largely in secondary schools, and the urgency here is for an improvement in the standard of teaching. Steps, therefore, are being taken to replace

unqualified teachers by young men properly trained in schools of art. Great stress was laid by the committee on the importance of science teaching, and Government fully concur with this view. Financial help to aided schools in establishing science classes will therefore be given, and this subject will be introduced as soon as possible into all Government high schools.

The committee were sharply divided in opinion regarding the length to which the teaching of industrial subjects should be carried in high schools, and Government propose in this matter to content themselves with developing the present system of manual training, introducing it into all high schools and adding by way of experiment fitting and iron work in a few schools. Other non-literary subjects taught include commerce and office-work. Science and manual training are compulsory in classes VIII and IX in Government schools, but all other subjects of this type are to remain optional at present. It will be open to managing committees of aided schools, however, to make such teaching compulsory, provided that it does not occupy more than four hours of the school week.

Arts Colleges.

The number of Arts colleges has remained the same—viz., nine for men and one for women. Proposals were elaborated for the opening of a second-grade college at Ranchi, for the special benefit of the aboriginal students. A resolution in support of this scheme had been passed by the Legislative Council, and the necessary funds were provided in the budget. At the last moment the Senate declined to recognize the college, and so the proposal had to be dropped.

The increase in the number of students attending the existing institutions has been maintained during the last two years. In 1923-24 the figures rose from 2,314 to 2,608 and in 1924-25 there was a further rise to 2,904. All of the ten colleges participated in last year's increase, except the Diamond Jubilee College at Monghyr, where the roll fell from 57 to 48. It is to be hoped that the new buildings, which have now been completed, will attract more students to this college, as the present inadequate numbers, besides causing financial embarrassment, render the development of any real corporate life almost out of the question. Incidentally this college furnishes striking evidence of the advantage enjoyed by the residential student over his non-residential comrade. At the University examinations of 1924 five out of seven boarders were successful, while all but two of the sixteen out-students failed.

Satisfactory progress has been recorded by the Law and Training Colleges at Patna and Cuttack.

The University.

The long-pending question regarding the future of the University has reached a final settlement, after much public discussion. In August 1924, in order to obtain a clear expression of opinion from the Legislative Council, Government moved a resolution recommending that new buildings for the University be constructed at a cost not exceeding Rs. 50 lakhs on the site to the west of the New Capital, which had been acquired for this purpose several years ago. The resolution provoked much opposition, and it became clear at last that a majority of the members was definitely opposed to the location of the University on this site. The debate was adjourned, therefore, with a view to the preparation of an alternative scheme, and a public meeting was convened by the Minister of Education for the further ventilation of public opinion on this difficult question. Eventually a fresh scheme was drawn up, under which the headquarters of the University were retained in Bankipur; provision was made for new laboratories in close proximity to the present buildings of New College, and for play-grounds, hostels and residences to the east of the Engineering College; land for these purposes was to be acquired, as also for the accommodation of the I. A. classes, which would be brought back to Patna College. The new scheme was estimated to involve a total expenditure of about Rs. 30 lakhs, and in January 1925 it was laid before the Council as an amendment to the original resolution, and was accepted. Steps are now being taken to give effect to this decision as promptly as possible, and a provision of about Rs. 5¼ lakhs has been made in the budget of 1925-26 for carrying out the preliminary work. Meanwhile certain improvements to Patna College, estimated to cost about Rs. 75,000, have already been almost completed. These improvements have long been overdue and are independent of the main University scheme. With regard to the nature and character of the teaching to be imparted at the new University, a committee was appointed by the Senate in March 1925 to consider the question in all its bearings.

The Senate;

Among the important resolutions adopted by the Senate last year is one dealing with modifications in the subjects prescribed for the matriculation examination. This is of special interest in view of what has been written above regarding vocational training and vernacular instruction in secondary schools. The resolution provides, *inter alia*, that (*a*) a candidate has now the option of offering two different vernaculars, one as a compulsory and the second as an additional subject; and (*b*) the range of additional subjects has been enlarged by the inclusion of commerce and agricultural botany.

and its new Senate House.

In his speech at the convocation of 1924 His Excellency the Chancellor was able to make the gratifying announcement that Raja Devakinandan Prashad Singh of Monghyr had expressed his willingness to meet the cost of constructing a Senate Hall for the University. The foundation stone of this building, which is to be called the "Wheeler Senate House", was laid by His Excellency in March 1925, and the work of construction is going on.

Education of Muhammadans.

The Muhammadan community in this province forms 10·85 per cent. of the total population, and relatively speaking the number of Muhammadan boys attending educational institutions compares favourably with the figures for the province as a whole. They have taken their full share, too, in the general revival of the last two years. Between March 1923 and March 1925, the total number of Muhammadans under instruction rose from 104,489 to 128,994. The latter figure represents 3·50 per cent of the Muhammadan population of the province, as compared with the provincial figure of 2·93 per cent. During the same period the number of recognized *madrasas* and *maktabs* increased from 11 to 20 and from 2,406 to 3,203 respectively, while the increase in the number of pupils attending these institutions was from 832 to 1,605, and from 59,352 to 77,159. The number of middle schools and of primary schools teaching Urdu rose from 73 to 119, and from 95 to 147, respectively. In some of these schools Urdu only is taught, but in most of them an extra teacher is appointed for this subject. Difficulty is still felt in getting trained Muhammadan teachers for the *maktabs* in those districts which do not possess special training schools for this purpose. It is reported that the new *madrasa* course has attained some popularity, and that the *madrasa* examination board is performing a useful function.

Female education.

Probably the most difficult and complicated of all the educational problems in this province, is the problem of female education. The root cause of the difficulty lies in the lack of desire on the part of the great majority of the men of Bihar and Orissa to get their wives and daughters educated, and the indifference with which they regard such a proposition. In comparison with this the difficulties presented by the *parda* system are slight. The actual work of education is of course hampered greatly by the great expense of special schools, the lack of suitable lady teachers and the inadequacy of the inspecting staff. Proposals are under consideration in this province for improving the inspection and general supervision of girls' schools.

The retrograde movement which made itself felt in every sphere of education a few years ago naturally extended to girls' schools also; but, whereas this movement had spent itself in most spheres by the end of 1921-22, the plight of female education continued to grow worse for another two years, and it is only in the last twelve months that the tide has turned. Fortunately the improvement is substantial. In 1924-25 the total number of Indian girls under instruction rose from 102,769 to 111,098, or ·64 of the female population. But this is still some way behind the previous high-water mark recorded in 1915-16, when the corresponding figure was 116,333. The opinion of the local bodies has recently been invited on a suggestion that they should earmark for girls' schools a fixed proportion of the sum available for education. It will be interesting to see whether anything comes of this proposal. One district board, it is said, has already agreed to a percentage of 12.

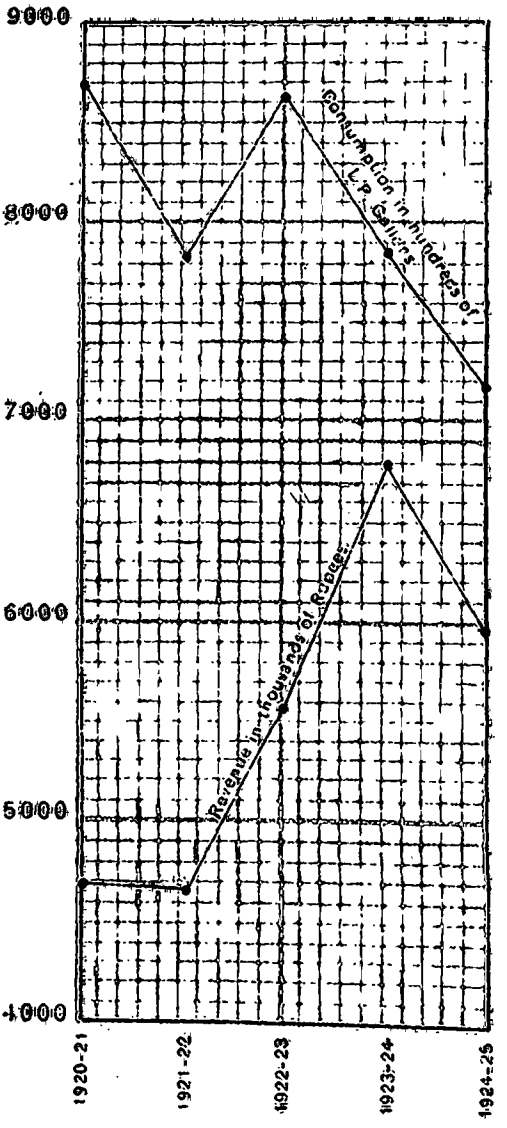
The problem of Excise.

The other outstanding social problem with which this chapter deals is that of Excise. The gross revenue collected by this department in 1923-24 was Rs. 1,83,43,324—the highest on record. In 1924-25 this figure fell by about seven lakhs, to Rs. 1,76,48,877. In the earlier volumes of this series considerable space has been devoted to the elucidation of Government's attitude towards this thorny problem and to the removal of several common misconceptions. It has been shown that the revenue obtained from Excise, though it represents so large a proportion of the provincial income, is not in itself preposterously large, and derives its prominence from the meagreness of other resources. Figures have been quoted to prove that Bihar and Orissa realizes less *per caput* from Excise than almost any other province in India, and that its consumption of intoxicants is at least no higher than the average. It has been demonstrated that total prohibition is not a practicable policy—a conclusion endorsed not only by the Excise Committee which was appointed to investigate this and other questions, but also by a majority of the Legislative Council itself. It has further been made clear that the consistent policy of Government is not to encourage but to regulate the use of intoxicants, and to discourage excess by taxing the consumer more and more heavily, thus combining the maximum of revenue with the minimum of consumption.

Results of the excise policy of Government.

It is not proposed to reiterate here the facts and arguments by which the above propositions have been clearly established, but simply to demonstrate how the declared policy of Government has been put into practice, and with what results. The diagram reproduced on the

Diagram showing the consumption of country spirit and revenue obtained there-from in the Districts of Patna, Gaya, Shahabad, Saran, Darbhanga, Bhagalpur, Monghyr, Purnea, Santal-Parganas, Puri, Cuttack, Balasore and Manbhum.



opposite page will repay careful study. Its subject is confined to the consumption of country spirit and the revenue derived therefrom in thirteen districts of the province; but actually it epitomises the whole history of this department during the last five years. These thirteen districts have not been selected with any ulterior motive, but simply because it is in these districts alone that there exists an accurate record of the consumption of country spirit throughout the period. In those places where the outstill system is still in force it is not possible to maintain such a record. The diagram shows that in the year 1921-22 there was a heavy fall in consumption. This was due directly to the non-co-operation propaganda, which reached its height in that year. But it will be observed that the decrease in revenue during the same period was almost negligible, owing to the higher duties which were imposed by Government. In the following year the so-called " temperance " agitation collapsed, with the inevitable result that the consumption rose sharply, re-gaining about the same level at which it had stood two years earlier; and naturally there was a corresponding increase in revenue. In 1923-24 the systematic measures adopted by Government in the *bona fide* cause of temperance were responsible for another heavy drop in consumption.: while the revenue, so far from undergoing a corresponding eclipse, actually increased to an even greater extent than it had done in the previous year. During 1924-25 Government have continued and extended their reforming measures, and the consumption has therefore declined still further, so that now it is at a much lower level than has ever been recorded during the history of the province. The efforts of Government to promote moderation in drinking have in fact proved far more effective than the violent campaign of the boycotters, and their questionable methods. But there is a point beyond which the price of liquor cannot be raised without leading to illicit distillation on a large scale. This point had probably been approached, if not actually reached, in 1923-24, with the result that little further taxation was imposed in the following year, and the fall in consumption was accompanied by an appreciable fall in revenue also. This was not unforeseen.

Fall in consumption since the province was formed.

Some interesting figures were compiled by the Commissioner of Excise during 1924 showing the extent to which the consumption of intoxicants has fallen since Bihar and Orissa were formed into a separate province. This fall is by no means confined to the drinking of liquor, but is even more pronounced in the case of drugs. The most commonly used drug is, of course, *ganja*, and in this short period the annual consumption of *ganja*

had decreased by no less than 42 per cent. With *bhang* the decrease was 37 per cent., and with opium 30 per cent. The number of shops selling these drugs had also been reduced materially. As has been explained above, there is no reliable record of the consumption of country spirit in all districts of the province, but in those districts where a complete record is maintainable, the decrease amounted to 25 per cent. The number of *tari* shops was 27 per cent less than in 1912-13, and there was also a reduction in the number of shops selling *pachwai*. These astonishing results, which had been achieved in the short space of twelve years, extend to the beginning of April 1924; and during the succeeding year the cause of temperance progressed even more rapidly.

Recent measures of reform.

What then are the measures by which Government have succeeded in bringing about this remarkable reduction in the consumption of intoxicants? In past years they were able to rely largely on the effect of steadily enhancing the cost of these commodities; and, as opportunity offered, a shop here and a shop there were abolished. But during the last twelve months or more this policy has been supplemented by various direct reforms, in which effect has been given to the recommendations of the Excise Committee. The following may be given as instances. The licensed hours for the sale of country spirit, *ganja* and *bhang* have been curtailed. The strength of the popular issue of country spirit in the town of Patna and the colliery area of Dhanbad has been reduced. As an experimental measure, the maximum quantity of country spirit that may be sold in Patna to any one customer has been cut down from three bottles to one bottle, and it is an offence for any unlicensed person in that town to be in possession of a greater quantity. In the same area the drinking of country spirit on shop premises has been prohibited. Licensing boards have been constituted in eight important towns within the province, and the system of sliding-scale settlements has been much extended. These last two measures are of sufficient importance to merit further explanation.

Extension of sliding-scale system.

The main principle of the sliding-scale system is that the fee payable by the licensee is determined by the actual monthly consumption, instead of being settled by auction for the whole year. The vendor is allowed a margin of profit, which decreases on a sliding scale as the consumption rises. Previous to April 1924 this system had only been introduced on a very limited scale in Bihar and Orissa, but from that month it was extended to all country spirit and drug

shops in six districts of the province and to all drug shops in seven other districts. Some time must elapse before any correct judgment can be formed of the working of this system. From a financial point of view the receipts in fees are at first sight distinctly lower than those derived from auction settlements. But various factors have to be taken into consideration. The comparatively low sales of 1921-22 had resulted in the settlement of shops for the following year at low rates, and enormous profits were made by the licensees in consequence. So when the auction-settlements for 1923-24 were made, very high bids were offered, and in some cases the vendors suffered considerable losses. This would presumably have re-acted on the bidding for 1924-25, and it is difficult to tell what fees would have been obtained for these shops under the auction system, especially when regard is had also to the economic depression caused by the floods of 1923 and the partial failure of crops in certain districts. On the other hand, where the auction system was still in force, the settlements for 1924-25 realized more than ever before; and it is probably safe to say that the adoption of the sliding-scale system will entail a definite loss of revenue, though it may well avoid the violent fluctuations that have been a feature of the annual settlements hitherto.

Its financial effect.

Apart from financial considerations, the advantages which it is hoped to derive from this new system are considerable. The licensee is sure of his profit, however limited the sales may be, and the operation of the sliding-scale takes away much of the inducement to force up consumption at all costs. Control over consumption is much more effective than under the auction system, and malpractices are more easily checked. Retail prices can be prescribed and revised from time to time without any difficulty, whereas it was practically impossible to interfere with prices in the middle of the year under the system prevailing before.

Other aspects of the system.

The municipalities chosen for the constitution of the new licensing boards are those of Patna City, Gaya, Chapra, Muzaffarpur, Darbhanga, Monghyr, Bhagalpur and Cuttack. If they prove a success, it is proposed that they should gradually replace all the old local committees, who have only advisory powers and whose recommendations have not always been found very practical. The new boards have executive powers, and are competent to perform many of the functions of the Collector. Each body has eight members, among whom the only official is the Excise Superintendent of the district. He acts as secretary to the board. The chairman of the municipality is the president,

The new licensing boards.

and the municipal commissioners elect another member either from among their own number or from the outside public. A fourth member is elected by the principals and headmasters of local colleges and high schools, and a place is reserved also for a resident member of the Legislative Council. The remaining three members are representatives of the licensees, temperance societies, and labouring classes, respectively. The first reports indicate that these new bodies have started well. Some of them have already got to work vigorously, and in one municipality alone ten *tari* shops were abolished and the site of two others changed; in another area nine *tari* shops were abolished, and structural alterations carried out in a country spirit shop. But their main duty was connected with the issue of licenses for 1925-26, and it is too early as yet to form an opinion on the value of their work.

CHAPTER VIII.

Local Self-Government and Public Health.

The reconstitution of local bodies.

THE fifteen months which have been passed under review in this volume are dotted with many landmarks in the different fields of administration, but none is more important than that which marks the rapid development of local self-government. At the close of 1923 general elections had been held under the Bihar and Orissa Municipal Act of 1922, and the first fruits of the reconstituted municipalities are now apparent. The total number of commissioners in the new bodies has been enlarged, and the proportion of elected commissioners raised to 75 per cent., while all municipalities have been given the right to elect their own chairman. Actually, 53 out of 58 municipalities have now an elected non-official at their head. A Local Self-Government Board for the province has been constituted under the Municipal Act, to take the place of the old Sanitary Board and to advise Government on matters connected with the administration of municipalities. In the spring of 1924 district boards were reconstituted under the new Local Self-Government Act of the previous year. The membership of each board was raised to a maximum of 40—(previously it had varied between 12 and 30)—and in these bodies, also, three-fourths of the members are now elected, while there is a further provision that not more than two-thirds of the remaining seats shall be filled by officials. Under their new constitution, therefore, more than 80 per cent. of the representation on district boards is made up of non-officials, and the few official members still remaining are such as have special technical or administrative experience. Except in the districts of Chota Nagpur, it is compulsory for the chairman to be an elected non-official. Local boards were similarly reconstituted shortly afterwards, and these bodies seldom contain any officials at all. Finally, this period has witnessed the introduction of the Bihar and Orissa Village Administration Act of 1922. Up to the close of March 1925 the union boards already established under this Act were 125 in number, spread over twelve different districts. Since then more boards have been created, and others are in contemplation. For the most part these union boards have

taken the place of the old union committees, and have absorbed the powers hitherto exercised by the latter.

Intrusion of politics into local administration.

The main feature of all these developments is the progressive relaxation of official control, and the growth of autonomy in local affairs. Great interest attaches to the use which is being made of this wider freedom, and such interest is not altogether free from anxiety. In the first chapter mention was made of the influence exerted by the Congress over local bodies, and of the way in which they have been used for the furtherance of Swarajist propaganda. Should these tendencies develop, their effect upon the efficiency of local administration cannot but be disastrous.

The demoralizing influence of private feuds in municipalities.

Another factor which militates against the healthy development of local self-government in Bihar and Orissa is the prevalence of party factions and private feuds, based not on questions of policy but on purely personal considerations. This demoralizing influence has been specially apparent in the working of the new municipalities, and reports have been received from one centre after another, indicating that the work of administration is hampered by internal dissensions.

General standards of administration.

With some notable exceptions there is a lamentable absence of driving power in the executive of municipal bodies, and the supervision of the staff is too often lax. In consequence the roads and drainage in many urban areas are in a poor condition; in fact, the deterioration in the sanitary arrangements of municipalities generally is becoming a menace to the public health. The remedy against continual neglect and maladministration lies in the hands of the ratepayers, and there are signs that this is beginning to be realized. In several of the larger towns public meetings have been organized, at which the shortcomings of the municipal authorities were severely criticized. Ratepayers' associations also have been formed; and, where these have been animated by a genuine determination to remove existing defects in the administration, they have already served a useful purpose. Unfortunately there has sometimes been a tendency on the part of these associations also to subordinate the public interest to private animosities. In one important town the ratepayers were goaded into the extreme step of organizing a boycott against the chairman and commissioners, with a view to deprive them of the services of sweepers, water-carriers and washermen.

Mobilization of public opinion.

As was to be expected, the pressure of public opinion has not been without its effect. In one case it was followed by the resignation of the principal office-bearers; in another the municipal commissioners themselves passed a vote of censure against their own elected president and superseded him. Elsewhere there has been a hopeful tightening up of the administrative reins. In particular, the latter part of the year witnessed a marked improvement in several municipalities of the Patna Division. The complete transformation of municipal affairs at Gaya is due to the energy and public spirit of the chairman, who, with the loyal support of the vice-chairman and commissioners, succeeded in effecting reforms in all the important branches of work.

Municipal finance.

The most difficult problem confronting the municipalities of this province is that of finance. Before any substantial improvement is possible in the administration of urban areas generally, it is essential to increase the funds available. This local authorities are themselves empowered to do; but the disinclination to submit to extra taxation, coupled with the reluctance of most municipal boards to incur the odium of an unpopular policy, has resulted in a financial stagnation, which not only precludes the possibility of any advance, but frequently handicaps even the present inadequate services. In 1923-24 the liabilities of eleven municipalities exceeded their assets, and in the following year this number rose to nineteen. At the same time the financial position of several other municipalities was declared by the audit authorities to be unsatisfactory. It is not uncommonly found in such cases that Government grants made for specific objects have been diverted to meet current expenses. Each municipality is required to maintain a minimum working balance sufficient to meet the fixed charges of two months, but audit reports show that the balance actually maintained was often negligible or non-existent. The payment of claims is frequently long deferred owing to inability to meet them. An extreme example of these various defects is furnished by the Patna City municipality, where the liabilities at the end of 1924-25 exceeded the assets by Rs. 85,395, encroachments had been made on Government grants to the extent of Rs. 24,182, and claims amounting to Rs. 39,204 remained unpaid.

The reasons for financial embarrassment.

The financial difficulties with which municipal bodies are beset may be ascribed first and foremost to the inadequate assessment of taxes and the failure to explore all possible sources of revenue. Subsidiary, but important, causes are the unsatisfactory collection of demands and the lack of

supervision. The last factor is apparent in the comparative frequency with which municipal funds are embezzled or misappropriated by employés without detection by the executive. Cases of double payments, irregular or extravagant expenditure, losses, and irregular accounting are continually being detected by the Audit Department. Unsatisfactory collection of taxes is an epidemic failing. The outstanding balance in March 1924 had risen from Rs. 3,81,000 in the previous year, to Rs. 4,31,000, or about 17 per cent. of the total demand. In the following twelve months there was a slight improvement, but the amount outstanding in March 1925 remained at the high figure of Rs. 4,04,000. The prescribed standard of collection is at least 95 per cent. of the current demand, but twenty-three municipalities failed to attain this minimum, and the average percentage for the whole province in 1924-25 was only 94·8; in one case it fell as low as 68. Poor collections are due to failure to take vigorous action against defaulters and reluctance to have recourse to the warrant procedure for recovering overdue demands. The work of the collecting staff, too, is inadequately supervised. Outstanding taxes are, often remitted without sufficient reason or proper enquiry ; and in 1924-25 the percentage of remissions rose abruptly from 3·5 to 6·1 of the current demand. In some cases it was found that remissions were granted without the explicit orders of the chairman or vice-chairman, simply because they had been allowed to certain ratepayers in previous years. In other cases amounts, which were not only recoverable but had actually been realized during the course of the year, were shown as irrecoverable in the remission register. There were several instances in which arrears had been carried forward from year to year, until the assessees had either died or left the station. Negligence of this kind, however, is not universal; and there were a number of municipalities in which the vigour newly infused into the conduct of general affairs was reflected in better collections and an improved financial position all round.

Income of municipalities;

The incidence of taxation per head of population in municipal areas stood in 1922-23 at the extremely low figure of Rs. 1-12-11. In the following year this was increased to Rs. 1-14-1, and in 1924-25 to Rs. 1-15-10. Any increase is to be welcomed, but it is to be feared that such timorous methods will not solve the problem. For instance, in only four municipalities is the latrine tax levied at the maximum rate of 7½ per cent. on the annual value of holdings ; in all the rest it varies from 6¼ to 2¾ per cent. The total expenditure on conservancy arrangements far exceeds the income from this tax. During 1924-25 the total receipts of municipal bodies, excluding their opening balance,

amounted to Rs. 39,57,000. These included grants from Government aggregating Rs. 3,33,000, of which Rs. 1,75,000 was for general expenditure, Rs. 1,08,000 for education and Rs. 50,000 for medical relief. It is regrettable that private contributions for these purposes totalled only Rs. 60,000 in the whole province. The grants made by district boards amounted to Rs. 1,53,600, the bulk of which was for hospitals and dispensaries.

and their expenditure.

The total expenditure of municipalities rose from Rs. 31,36,000 in 1923-24, to Rs. 34,67,000 in the following year. It is satisfactory to record that this increase was shared by all important branches of administration except water-supply and hospitals. Although the capital outlay on water-supply decreased by Rs. 14,000, the maintenance charges were Rs. 5,000 higher. Expenditure on hospitals and dispensaries fell from Rs. 3,79,000 to Rs. 3,55,000. Drainage was responsible for a nominal increase of Rs. 1,08,000, but Rs. 99,000 of this represents a special grant made to the Muzaffarpur municipality by Government for an extensive drainage and sewerage scheme, which is being carried out by the Public Health Department. The expenditure on conservancy, which is of such vital importance, increased by Rs. 68,000, but it was still below 20 per cent. of the total expenditure in as many as eleven municipalities; while in eight cases the sums allotted to education were less than 5 per cent. of the total. On the other hand it is gratifying to record that Rs. 1,05,000 more were spent on municipal roads, the condition of which often leaves much to be desired. It should be the aim of all local bodies to keep down the expenditure on general establishment to the lowest limits compatible with efficient administration, and it should rarely be necessary to devote more than 5 per cent. of the total expenditure to this head. But in 1924-25 only eleven municipalities were able to keep within this limit, and in twenty-two others the percentage was more than double.

The working of district boards in 1924-25.

A full account has been given in an earlier chapter of the district board elections which were held in the spring of 1924. It has been seen that political feeling was largely responsible for the unusual keenness which characterized the contests, and that the activities of the newly-constituted boards bore frequent trace of their political prepossessions. From time to time the actions or resolutions so inspired overstepped the limits imposed by law, and on such occasions Government were compelled to apply the curb. It has been seen also that the newly-elected members were for the most part devoid

of previous experience, and inevitably, the efficiency and smooth working of the new district boards have been affected. On the other hand there are encouraging features. The record of meetings held and the attendance of non-official members are distinctly better than in previous years. While personal animosities between members hampered the working of certain boards, this unfortunate tendency was less noticeable than in the sphere of municipal administration. The close of the period saw a distinct improvement in the amount of touring performed by non-official chairmen and vice-chairmen of district boards. In the past this important branch of their work had been neglected, and it is gratifying that the need for regular inspection of roads, schools, dispensaries and so on, is now more generally recognized.

Local boards and union committees.

The working of local boards and union committees leaves much to be desired. In recent years certain local boards, particularly in the Bhagalpur Division, had been invested with increased powers, which in some cases included the framing of their own budgets and the expenditure of their funds without the control of the district board. Government are in full sympathy with the principle of decentralization, but the disappointing results of this particular experiment illustrate the necessity of proceeding with caution. It soon became clear that these boards were neither prepared, nor competent, to exercise the additional powers which had been conferred on them. Consequently there was little further delegation of powers in 1924-25. Failure on the part of local boards to hold the statutory minimum of twelve meetings a year is not uncommon, while the attendance of members at such meetings as are held cannot be regarded as satisfactory.

The activities of union committees are largely confined to the maintenance of village roads, pounds and primary schools, and to the improvement of village sanitation and water-supply. The financial position of these committees is generally unsatisfactory, on account of their unwillingness to impose taxation, and the expenditure on general establishment averages more than 38 per cent. of the total. The difficulty of including office-bearers to take a real interest in the affairs of their unions is somewhat discouraging. One committee in the district of Ranchi, which had been created in April 1921, had to be abolished in September 1924, as during the whole of its existence it showed no sign of activity whatever and held only one meeting. It is to be hoped that the new union boards, by which these committees are now being replaced, will evince a more lively interest in the business of village administration.

District board finance.

The problem of district board finance differs materially from that of municipalities, in that the resources of the former are comparatively inelastic. The bulk of their income is derived from the local cess. In districts where the assessment is high the boards automatically find themselves in possession of ample funds. Other boards can do little more than keep open the main arteries of communication, and their contributions to education and medical relief are perforce small. The cess income of all district boards is supplemented by Government grants (which are designed also to rectify as far as possible the inequalities just mentioned) and by minor sources of revenue, such as ferries, pounds, rent of buildings, public subscriptions, and taxes imposed by union committees. Excluding subsidies from Government, the income of district boards has remained almost stationary for several years, and the expansion which has taken place in the educational and public health activities of local bodies is due entirely to the larger grants forthcoming from Government. This process cannot be continued indefinitely, and the problem calls for the earnest attention of all boards. Government are always ready to consider well-formulated and workable schemes for the development of a board's resources. A constructive suggestion was indeed put forward in 1924 by certain district boards for the registration and taxation of bullock-carts, but the practical difficulties involved in carrying out this proposal, combined with the cost of the extra staff which it would necessitate, were thought to make the scheme unworkable. A partial solution of the problem may be found by inducing the new union boards to take over gradually the maintenance of schools, dispensaries and roads within their respective jurisdictions, and to meet the cost with funds raised by local taxation under the Village Administration Act. The money thus set free could then be utilized by the district board for the expansion of its activities in the district as a whole.

A comparison with the position twelve years ago.

Although the need for increasing the resources of district boards is a pressing one, it is not generally realized how plentiful are the funds at their disposal now, compared with the position ten or twelve years ago. The first year in the life of this province (1912-13) immediately preceded the great alteration which was made in their financial affairs by the transfer of the public works cess to their coffers. A comparison of the total income of district boards in 1912-13 and in 1921-25 shows that it has risen during this period from Rs. 43½ lakhs to Rs. 125¼ lakhs. The greater part of this increase is naturally

accounted for by cess receipts, which in 1924-25 amounted to Rs. 78·8 lakhs, or nearly 63 per cent. of the gross income. But of even greater significance is the upward trend of Government grants, which have increased in the course of these twelve years from about Rs. 13 lakhs to Rs. 33 lakhs, and now form more than 26 per cent. of the whole income of district boards. Pound receipts have remained fairly stationary, but ferries have improved by nearly a lakh, largely owing to the recent orders transferring all such receipts to the district fund. Other sources of revenue have risen by about Rs. 7½ lakhs since 1912-13, though they still form less than 6 per cent. of the whole.

Heavy closing balances.

In other words the income commanded by district boards has roughly trebled in the course of twelve years, and fully 80 per cent. of the funds at their disposal are enjoyed at the expense of general revenues—either in the shape of direct Government grants or through the surrender of the public works cess. Doubtless the general rise in prices to some extent discounts this remarkable increase in income, but there can be no gainsaying that the resources now available for district development are incomparably greater than in past years. Indeed, there is sometimes room for doubt whether the boards are making the most of the large sums at their command, representing as they do the equivalent of nearly a quarter of the whole provincial revenue. At the end of 1924-25 the closing balances of these local bodies aggregated the huge amount of Rs. 53⅓ lakhs, compared with roughly Rs. 13 lakhs in 1912-13. Larger liabilities may require the retention of larger balances, but such figures as these are hard to justify. While hurried and ill-considered expenditure is certainly to be deprecated, the needless accumulation of money achieves no useful object.

An analysis of Government grants to district boards.

It is instructive to analyse the grants actually made to district boards from provincial revenues in each of the two years which have been contrasted above. In 1912-13 the contributions towards medical relief were less than half a lakh; in 1924-25 they were Rs. 4¼ lakhs. For education the subsidies went up from Rs. 4½ lakhs to Rs. 22¼ lakhs. On the other hand the grant for civil works in the two years remained fairly constant—between Rs. 6½ and Rs. 6¾ lakhs. Government may fairly claim, therefore, that in the assistance offered by them to the district boards they have paid special attention to the development of those activities which find most favour in the Reformed Council.

The three heads between which the Government grants have been thus distributed constitute the three main heads of expenditure in district board budgets. In 1924-25 the money spent on civil works was altogether Rs. 65·8 lakhs (or 50·5 per cent. of the total expenditure), compared with Rs. 73·1 lakhs (or 55·3 per cent. of the total expenditure) in the previous year. It would thus appear that civil works absorb a large proportion of the available resources; but it must be remembered that under this head are included sums spent on educational and medical buildings, on water-supply, drainage, arboriculture and the like. These items in 1924-25 accounted for over Rs. 8 lakhs. To the maintenance and improvement of communications Rs. 42½ lakhs were devoted, of which about Rs. 18⅔ lakhs were spent on original works and the remainder on repairs. This period witnessed the completion of two important projects, namely the construction of bridges over the Phalgu river at Gaya and the Damodar river in Manbhum. The building of these bridges had been going on for some years and involved a total cost of over Rs. 15 lakhs, nearly half of which was contributed by Government. The mileage of metalled, unmetalled and village roads maintained by district boards in 1924-25 was no less than 25,883 miles, and the task of keeping these roads from falling into disrepair is a vital part of district administration. Expenditure on education, apart from school buildings, reached a total of Rs. 29·2 lakhs (or 22·4 per cent. of the gross expenditure), compared with Rs. 22·9 lakhs (or 17·3 per cent.) in the previous year. If money spent on school buildings be included under this head, the total is increased by Rs. 2·1 lakhs. The higher level of expenditure on education during 1924-25 was due almost entirely to the larger Government grants. For the second year in succession the district boards of Champaran, Muzaffarpur, Darbhanga, Monghyr, Bhagalpur and Purnea failed to spend the minimum amounts prescribed by Government for educational purposes. On medical relief, including sanitation, the amount expended was altogether Rs. 15·7 lakhs, compared with Rs. 14·3 lakhs in 1923-24. This again does not include the money spent on dispensary buildings and the like, which amounted during 1924-25 to Rs. 3·8 lakhs. Including this amount, the percentage of the total expenditure devoted to medical purposes was 14·9, against 13·9 in the previous year.

The main heads of expenditure.

Civil works.

Education.

Medical relief.

Vital statistics in 1924.

Before discussing the progress recorded by local bodies and Government during this period in the administration of medical relief, a brief review may be made of the general health of the province in 1924. The exceptionally high standard set by the two preceding years was not maintained, owing, in the first place, to the severe epidemic of cholera which lasted from March to September, and secondly, to the unequal distribution of the seasonal rainfall. Excluding the Feudatory States of Orissa, 1,214,146 births and 989,763 deaths were recorded during the year. The provincial birth-rate was 35·7 *per mille*, compared with the previous year's figure of 37·0, which was also the average rate for the last ten years. The death-rate rose from 25·0 in 1923 to 29·1 in the following year, but still remained appreciably below the decennial average of 34·1. Mortality among infants, though slightly heavier than in the preceding twelve months, did not increase to the same extent as among adults. The rates for the two years in question were 158·4 and 146·5 *per mille*. It is recognized that the statistics of birth and death are only approximate, by reason of the defective registration of vital occurrences ; but efforts are being made to increase their accuracy. In the municipal towns, where registration is compulsory, the correctness of 23,842 vital occurrences was checked in the course of the year by health officers and the vaccination staff. As a result of these enquiries 323 omissions were detected, and most of the offenders were successfully prosecuted. In rural areas verification is more difficult, and has not in fact been attempted on a large scale so far ; but some 8,600 occurrences were tested during 1924 by vaccination officers. With a view to keep the public informed of the actual state of health in the larger towns and of the prevalence of epidemic diseases in the districts, the vital statistics of all municipalities with a population of over 20,000 persons were published each week throughout the year, while weekly reports were circulated showing the number of seizures and deaths in all districts from cholera, small-pox, plague and influenza.

Diet and disease.

In his annual report for 1924 the Director of Public Health called attention to the intimate connection between diet and disease. The wise selection of a balanced diet, containing a sufficiency of the necessary components, contributes more than anything else towards physical well-being. Man as a rule eats too much, and eats the wrong kinds of food. His errors of dieting are the direct cause of many diseases, such as beri-beri, epidemic dropsy and scurvy, and a common predisposing cause of most others, including

cholera, dysentery, diabetes, diarrhœa and general debility. In times of plenty most people use excessive quantities of the accustomed food, while lean periods enforce a more abstemious and often a more beneficial diet. This may account for the circumstance that the general health of the people is better in times of *comparative* scarcity.

Public health organization.

In February 1924 an important resolution was issued, dealing with the recommendations of a committee which had been appointed some time earlier to draw up a definite scheme for a public health organization in the province. Previously the local Government, in co-operation with the Gaya district board, had initiated in a limited area of that district an experiment known as the intensive rural sanitation scheme. The experience gained from this experiment was of value in considering the recommendations of this committee. Its most important proposal was for the amalgamation of the medical and sanitary staff employed in rural areas, making the doctor in charge of a dispensary responsible not only for the administration of medical relief, but also for preventive measures and the control of epidemics within an area of approximately 100 square miles, of which his dispensary would be the centre. This proposal followed closely the scheme adopted in Gaya, but it was found there that such an arrangement has tended to obscure the original object of the experiment, and to develop the curative at the expense of the preventive side. The suggested amalgamation of these two staffs was adversely criticized also by a number of district boards and by officers with administrative experience ; consequently the scheme put forward by the committee has been modified in this respect by Government. While arrangements will be made to apprise the local doctor at once of the outbreak of any epidemic disease in the neighbourhood of his dispensary, and he will thereupon proceed to the affected village, treat the patients, and take such preventive measures as are necessary, he will be relieved as soon as possible by the public health staff, who will thereupon assume responsibility for fighting the epidemic. This staff will be a separate organization, with a district health officer at its head, and at least four health inspectors and twelve sanitary gangs under him ; and, when not employed on epidemic duty, they should be carrying out improvements in the sanitation of villages, disinfecting and cleansing wells, and spreading public health propaganda by means of lectures, demonstrations and the distribution of leaflets. When faced with particularly violent outbreaks of epidemic disease, this district staff can be re-inforced

from the central reserve of doctors and vaccinators which is being built up by Government for this purpose. It is already compulsory for all district boards, unless specially exempted, to maintain a health officer under the Local Self-Government Act, and efforts are being made to induce these local bodies to set up a complete public health organization on the above lines. A start has already been made, but progress is not yet fast, and the poorer boards are hard put to it to find the necessary funds. Government, however, have now offered to bear half the cost of these organizations.

Sanitation in villages, melas and towns.

The problem is a vast one, for organized sanitation in the *mufassal* is at present virtually non-existent. Some attempts have been made in this direction in the villages where union committees are established, but it has been seen that the work of these committees is not very effective. The public health staff of Government is inadequate to do more than pay occasional visits of inspection and give simple lectures on the prevention of epidemic disease. On the occasion of important festivals and *melas*, such as those at Puri and Sonepur, the officers of the department are present in an advisory capacity to assist local bodies in the special sanitary arrangements which are necessary. It is the intention that the health officers appointed by district boards should work also for the municipalities in their own districts, and Government will no longer contribute towards the pay of separate municipal health officers, except at three important centres of pilgrimage. At the same time it is essential that municipal bodies should devote more attention and money to the clamant problem of urban sanitation; the serious consequences which will inevitably follow from a continuance of the present mal-administration have already been indicated.

Further evidence of the need for an efficient public health organization is furnished by the food samples analysed in the Public Health Laboratory. *Ghee*, *atta* and milk are among the commonest articles of food consumed, and the percentage of adulteration found in such samples of them as were subjected to analysis was 48, 93 and 47, respectively.

Health propaganda.

An important branch of the Public Health Department is devoted to propaganda work. This is carried out in various ways—by the medium of articles and notes in the public press, by lectures and addresses at public meetings, and by the wide dissemination of leaflets in the vernacular. One leaflet entitled " Simple instruc-

tions for the prevention of epidemic diseases " had a large circulation in 1924. It was issued by the department in Hindi, Urdu and Oriya, and has been reprinted by several district boards in a number of vernaculars. To assist them in their lectures, the assistant directors have been provided with magic lanterns and numerous slides, which are found to be efficacious in stimulating interest and enhancing the educative value of the addresses. The help of co-operative societies in extending the propaganda work of the department is appreciated. Among other useful publications issued by the department during 1924 mention may be made of the " Syllabus of lectures in hygiene for school medical officers " and the " Mela Manual "—the latter of which contains a series of practical suggestions for the guidance of local bodies in making sanitary arrangements for fairs. The publication of a second paper on " The seasonal variation in the reaction and hardness of river water in India " marks the completion of a long investigation by Colonel Ross and Dr. Bagchi into the chemistry of river waters, with particular reference to the difficulties in filtration.

Cholera in 1924.

The incidence of mortality from cholera is higher in Bihar and Orissa than in most other provinces, partly because the climatic conditions are favourable to the spread of this disease for many months in the year ; the density of the population in Bihar proper is also a contributing factor. In 1924 the province was subjected to the most widespread and prolonged epidemic of cholera that it has experienced for many years. Sporadic cases were reported in unusually large numbers from all districts in March, and a general warning was broadcasted by the Public Health Department, advising the public that a severe outbreak was to be expected in the hot weather and rains. The epidemic reserve of assistant surgeons and vaccinators was mobilized before the end of March, and sanction was obtained for the entertainment of additional staff. At the same time arrangements were made for the wholesale distribution of disinfectants and medicines through the Civil Surgeons and the epidemic doctors. These precautionary steps, backed by the vigorous campaign which was waged against the epidemic when it broke out in force, were undoubtedly responsible for a large saving of human life. The average death-rate from cholera in this province is nearly 100,000 a year, and in previous severe outbreaks the recorded mortality has varied between 150,000 and 200,000. But in 1924, although the epidemic lasted for six months and was the most violent on record since the formation of the province, only 78,998 deaths were reported.

Kaolin as a specific for cholera.

This visitation of cholera was notable for the introduction of kaolin on a large scale in the treatment of cases. Kaolin is China clay, washed, cleaned and dried. It does not deteriorate or decompose with storage ; it is cheap and not poisonous ; and it may be safely entrusted to laymen for distribution. It constitutes, therefore, a most appropriate form of treatment for rural areas, and its value as a specific was amply demonstrated in this its first trial in Bihar. The death-rate in cases treated with kaolin was approximately half of that in cases treated otherwise ; and it may be asserted confidently that patients who are given this treatment promptly stand a good chance of recovery. A leaflet was circulated widely throughout the province, explaining the use of kaolin and the ways in which it should be given. While this epidemic was still in progress, certain experiments were initiated, which, if successful, should be of the utmost importance for the future prevention and cure of cholera. It has been discovered that " bacteriaphage " is a parasite of bacteria, which attacks and kills them under favourable conditions. It is in fact nature's remedy for keeping bacteria in check and preventing the destruction of entire populations by epidemic diseases. The bacteriaphage exists in different varieties or strains, which are parasitic to different groups of bacteria, and it can be isolated in pure culture and used as a means of preventing or curing the cognate bacterial diseases. This has actually been done with certain diseases, but never yet with cholera ; and the experiments referred to above aim at the manufacture of a pure culture of cholera bacteriophage and its use in infected areas. The results so far obtained are indeterminate, but the experiments are continuing.

Other major diseases.

Small-pox was accountable for 6,932 deaths in 1924, compared with 3,174, 23,000, and 7,700 in the three preceding years. Of all diseases small-pox is the most easily and cheaply preventible, and facilities are available throughout the province for the performance of vaccination by a trained staff with pure vaccine. But the number of persons who avail themselves of these facilities is still regrettably small.

Deaths attributed to plague fell from 28,822 to 10,792, and the provincial death-rate was only ·3 *per mille*, compared with an average rate of ·9 in the last ten years. The records of the last two decades reveal a periodic recrudescence of plague at intervals of about four years, but each successive outbreak is less severe than the last, and the scourge seems to be slowly dying out with the lapse of time.

Dysentery and diarrhœa took their normal toll of the population, and once again the incidence of these diseases was heaviest in the districts of Orissa, which suffered 21,351 deaths in 1924, out of a total of 26,575 for the whole province. The peculiar climate of Orissa, coupled with the unsatisfactory water supply in many parts of that division, are largely responsible for this state of affairs.

Fever.

Under the head "fever" no less than 660,635 deaths were reported in 1924, or approximately two-thirds of the total number of deaths in the province. But it must be remembered that mortality from any disease of which fever is a symptom (such as pneumonia, kala-azar, phthisis, typhoid), is commonly reported under this group. The Director of Public Health holds the opinion that malaria is not, in itself, an important cause of mortality, and in this view he is supported by the results of a recent investigation into the details of vital statistics in a selected area of Bengal. Nevertheless, epidemic malaria broke out in Tirhut and Orissa during the autumn month in an unusually severe form, and the special staff was again employed to fight these outbreaks. During 1924 the sale of quinine rose to 1027·6 pounds, which is much in excess of any previous year's figure. A special investigation was carried out in the malarious tracts of Singhbhum by Captain R. C Watts, I.M.S., and lasted for twelve months. It was concluded in July 1924, and the report contains interesting and instructive observations and valuable suggestions.

Hospitals and dispensaries.

The year 1924 started with 546 hospitals and dispensaries of all classes in Bihar and Orissa, and it ended with 580. Out of 48 dispensaries which were newly opened during the year, 34 were established by local bodies and 13 by railway companies. An important Government dispensary was also opened at Jamshedpur, the headquarters of the newly created subdivision of Dhalbhum. Of the 14 dispensaries which were closed down during the same period, 5 were maintained by local bodies and 8 by railway companies. The dispensary attached to the Constables' Training School at Cuttack was abolished with the closure of the school. The total number of patients treated at these various institutions rose from approximately 4½ millions to over 5 millions. More than 300,000 surgical operations were performed in the course of the year, and over 95 per cent. of these were successful. A recurring grant of Rs. 2 lakhs and a non-recurring grant of Rs. 3 lakhs were distributed by Government to local bodies for the extension of medical relief in rural areas, and a further special grant was made for the equipment of hospitals and dispensaries. These grants, which

have since been further liberalized, are designed primarily to help district boards in attaining their objective of one dispensary in each police-station area.

Medical education.

Rapid progress was made during the year with the buildings and equipment of the Prince of Wales' Medical College at Patna, which has since been partially opened. This important event in the medical history of the province, however, falls outside the scope of the present review. From the beginning of March 1925, the staff of the Patna General Hospital was considerably strengthened, with a view to make this institution a suitable annexe to the Medical College. It has been decided to provincialize hospitals which are connected with medical schools, and in accordance with this decision the hospital at Cuttack has already been taken over and financed by Government. The same course will be adopted next year with the Banwarilal hospital at Laheria-sarai. Plans for the enlargement of this institution have been approved, and it will thus be enabled to provide proper teaching facilities for the students of the new medical school at Darbhanga. Since the close of the period under review the first and second-year students have been transferred from the Temple Medical School at Patna to Darbhanga, and the remaining classes will be transferred next year.

Treatment of special diseases.

The treatment of special diseases has occupied particular attention. The filariasis hospital which was under construction at Puri has been completed and equipped, and a laboratory has been attached to the hospital for research work. This institution was established primarily for the investigation and treatment of filariasis, but its scope has been much extended, and it is now carrying out research work in connection with certain other parasites which not improbably account for the poor physique of the Oriyas. In accordance with a resolution adopted by the Legislative Council in 1923, additional facilities for the treatment of leprosy at sadr and subdivisional hospitals have been introduced, and the scheme is being given a fair trial. During the year 8,225 persons received indoor treatment in leper asylums and a sum of Rs. 1·88 lakhs was spent on their maintenance. A special grant was made for the treatment of venereal diseases, and 63,821 patients were treated in hospitals or dispensaries. The proposal to establish a sanatorium at Sabour for the treatment of tuberculosis was abandoned, as the locality was not considered suitable for the purpose ; an alternative scheme for a large sanatorium at Itki, near Ranchi, is now under consideration. Meanwhile arrangements have been made with

the King Edward Sanatorium at Dharampur (Simla) for the reservation of limited accommodation for non-paying phthisis patients from this province. An enquiry into the prevalence of kala-azar in Patna City was completed in 1924, and problems attending the transmission of this particular disease are being further investigated. The number of patients treated for kala-azar during the year rose from 20,619 to 28,669. Intravenous injection is still the normal method of treatment, but steps are now being taken for the use of *urea stibamine*, which is believed to be the most effective antidote available at present. The maternity scheme at Patna has been working satisfactorily, and an Infant Welfare Centre has been started in the same place, for which a contribution of Rs. 2,000 was given by the Lady Dufferin Fund Committee. The maternity scheme organized at Cuttack under the auspices of the Red Cross Society has also worked well.

Mental hospitals.

The mental hospital for Europeans near Ranchi is now practically an all-India institution, and so many patients are admitted from other provinces that its management was made over in 1923 to a Board of Trustees, containing representatives from the different provinces which contribute towards its upkeep. This arrangement is working satisfactorily, and further successes have been achieved by the modern methods of treating lunacy. During this period the extensive buildings of the new mental hospital for Indians, on the same site, were practically completed, and this institution has since been opened. Patients are being transferred there in large numbers from the hospitals at Patna, Berhampore and Dacca.

The Radium Institute.

An institution in which Bihar and Orissa takes justifiable pride is the Radium Institute at Ranchi, which is the first of its kind to be established in India. Its existence is only known at present to comparatively few, and the scope of its work to fewer still, but it has already achieved gratifying results. A report of the work of this institute from its inception in April 1922 to the close of December 1924 was recently published, and contains a full account of the types of cases which may be profitably treated by radium. During the period reviewed in the above report 534 cases passed through the hands of the superintendent, the great majority being malignant cases, in which conditions were so far advanced that a temporary arrest of the disease was often the most that could be hoped for. Nevertheless out of 253 cases admitted during 1924, 47 were discharged clinically free from manifestations of disease (that is to say, they were *apparently* cured), and 7 were pronounced

to be absolutely cured. A marked improvement was effected in 66 other cases, while 76 were either too far gone for treatment or still undergoing it, or the result was unknown. In the comparatively small number of 54 cases only was the treatment either ineffective or abandoned, and 7 out of this number succumbed. The growing appreciation of the work of this Institute in well-informed quarters is evidenced by the fact that patients have come to Ranchi from every single province in India and Burma, as well as from the Native States. Nearly half of those treated during 1924 were poor persons, who received treatment and accommodation free ; the fees realized from paying patients amounted to Rs. 9,180.

APPENDIX I.

SOURCES AVAILABLE TO THE PUBLIC.

Chapter II.—Finance.

Financial Statements for Bihar and Orissa for 1924-25 and 1925-26.

Debates on the budgets of 1924-25 and 1925-26 in the Legislative Council.

Chapter III.—The Legislative Council.

Proceedings of the Bihar and Orissa Legislative Council, Volumes IX, X and XI.

Chapter IV.—Government and Economic Problems—I.

Season and Crop Reports for 1923-24 and 1924-25.

Index Numbers showing the rise and fall in the cost of living during 1923-24 and 1924-25.

Note on the Rural Wage Census held during April 1924.

Annual Reports of the Agricultural Department for 1923-24 and 1924-25.

Report of the committee on cattle-breeding in Bihar and Orissa.

Annual Reports of the Civil Veterinary Department for 1923-24 and 1924-25.

Administration Reports of Irrigation Works for 1923-24 and 1924-25.

Embankment and Drainage reports for 1923-24 and 1924-25.

Annual Progress Reports on the Forest Administration for 1923-24 and 1924-25.

Reports on Land Revenue Administration for 1923-24 and 1924-25.

Annual Reports on Survey and Settlement Department for 1923-24 and 1924-25.

Reports on Wards', Encumbered, Trust and Attached Estates for 1923-24 and 1924-25.

Chapter V.—Government and Economic Problems—II.

Annual Reports of the Director of Industries for 1923-24 and 1924-25.

Report of the Chief Inspector of Mines in India for 1924.

Hand book of Mining and Mineral Resources in Bihar and Orissa.

Annual Report on the working of the Indian Factories Act for 1924.

Annual Reports on Maritime Trade for 1923-24 and 1924-25.

Annual Reports on Trans-frontier Trade with Nepal for 1923-24 and 1924-25.

Report on the working of Co-operative Societies for 1924.

Chapter VI.—Maintenance of the Public Peace and Administration of Justice.

Annual Report on the Administration of the Police Department for 1924.

Administration Report on Jails for 1924.

Report on the Administration of Civil Justice for 1924.

Report on the Administration of Criminal Justice for 1924.

Chapter VII.—Education : Excise.

Reports on the Progress of Education for 1923-24 and 1924-25.

Reports on the Administration of the Excise Department for 1923-24 and 1924-25.

Chapter VIII.—Local Self-Government and Public Health.

Resolutions reviewing the reports on the working of District Boards and Municipalities in 1923-24 and 1924-25.

Annual Returns of Hospitals and Dispensaries for 1924.

Annual Public Health Report for 1924.

Annual Report on the working of the Radium Institute for 1924.

Report of the work of the Radium Institute from April 1922 to December 1924.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir Henry Wheeler, K.C.S.I., K.C.I.E., I.C.S. On leave of absence for four months from the 27th March 1925.

His Excellency Sir Hugh McPherson, K.C.I.E., C.S.I., I.C.S. Acting. Assumed charge of office on the 27th March 1925.

The Hon'ble Mr. Sachchidananda Sinha, Barrister-at-Law.

The Hon'ble Mr. Egbert Laurie Lucas Hammond, C.S.I., C.B.E., I.C.S. Acting. Took his seat on the 27th March 1925.

B.—MINISTERS.

Ministry of Education; The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government; The Hon'ble Babu Ganesh Datta Singh.

C.—THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Khan Bahadur Khwaja Muhammad Nur—President.

Mr. John Augustus Samuel, Bar.-at-Law—Secretary.

Mr. Saiyid Anwar Yusuf, Bar.-at-Law—Assistant of the Secretary.

EX-OFFICIO MEMBERS.

The Hon'ble Mr. Sachchidananda Sinha, Bar.-at-Law.

The Hon'ble Mr. Egbert Laurie Lucas Hammond, C.S.I., C.B.E., I.C.S.

NOMINATED OFFICIALS.

1. Mr. Blanchard Foley, I.C.S.
2. Mr. John Rutherford Dain, I.C.S.
3. Mr. Bernard Abdy Collins, I.C.S.
4. Mr. Arthur Loveday Inglis, I.C.S.
5. Mr. Hugh Kynaston Briscoe, C.I.E., I.C.S.
6. Mr. Arthur Edgar Scroope, I.C.S.
7. Rai Bahadur Bishun Svarup.
8. Mr. Henry Wardle.
9. Mr. Walter Swain, C.I.E.
10. Mr. George Ernest Fawcus, O.B.E.
11. Lt.-Col. James Masson, I.M.S.
12. Mr. Edward Selwyn Hoernle, I.C.S.

NOMINATED NON-OFFICIALS.

1. Raja Bahadur Haribar Prashad Narayan Singh, O.B.E.
2. Khan Bahadur Nawabzada Saiyid Ashraf-ud-din Ahmad.
3. Raja Devakinandan Prashad Singh.
4. Mr. Saiyid Sultan Ahmad.

NOMINATED REPRESENTATIVES OF CLASSES AND COMMUNITIES.

1. Rev. Edward Hamilton Whitley 2. Rev. Prittam Luther Singh ...	Aborigines.
3. Babu Biswanath Kar ... 4. Rev. Emmanuel Sukh ...	Depressed Classes.
5. Mr. Dhanjishah Meherjibhai Madan.	Industrial interests other than planting and mining.
6. Rai Bahadur Jyotish Chandra Bhattacharji.	The domiciled Bengali Community.
7. Mr. Francis Ernest Lopes Morrison.	The Anglo-Indian Community.
8. Rev. S. K. Tarafdar ...	The Indian Christian Community.
9. Mr. Baij Nath	The labouring classes.

ELECTED MEMBERS.

Patna Division.

	CONSTITUENCIES.
1. Mr. Muhammad Yunus ...	Patna Division Muhammadan Urban.
2. Maulavi Saiyid Muhammad Husain.	East Patna Muhammadan Rural.
3. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.	West Patna Muhammadan Rural.
4. Babu Shyam Narayan Sinha Sharma.	Patna Division Non-Muhammadan Urban.
5. Maharaja Bahadur Guru Mahadevasram Prashad Sahi.	Patna Non-Muhammadan Urban.
6. Babu Gur Sahay Lal ...	East Patna Non-Muhammadan Rural.
7. Babu Rajandhari Sinha ...	West Patna Non-Muhammadan Rural.
8. Babu Chandipat Sahay ...	Landholders, Patna Division.
9. Khan Bahadur Ashfaq Husain...	Gaya Muhammadan Rural.
10. Babu Gupteshvar Prashad Singh	West Gaya Non-Muhammadan Rural.
11. Babu Bishun Prashad ...	Central Gaya Non-Muhammadan Rural.

12. Babu Rameshvar Prashad Singh	East Gaya	Non-Muhammadan Rural.
13. Mr. Saiyid Athar Husain ...	Shahabad	Muhammadan Rural.
14. Babu Sharada Prashad Singh ...	Central Shahabad	Non-Muhammadan Rural.
15. Babu Rajivaranjan Prashad Sinha	South Shahabad	Non-Muhammadan Rural.
16. Babu Dvarika Prashad Singh ...	Arrah	Non-Muhammadan Rural.
Tirhut Division.		
17. Maulavi Mati-ur-Rahman ...	Tirhut Division	Muhammadan Urban.
18. Maulavi Saiyid Mehdi Hasan ...	Muzaffarpur	Muhammadan Rural.
19. Maulavi Saidul Haqq ...	Darbhanga	Muhammadan Rural.
20. Maulavi Saiyid Mubarak Ali ...	Saran	Muhammadan Rural.
21. Maulavi Muhammad Zahurul Haqq.	Champaran	Muhammadan Rural.
22. Rai Bahadur Dvarika Nath ...	Tirhut Division	Non-Muhammadan Urban.
23. Mahanth Ishvar Gir	North-West Darbhanga	Non-Muhammadan Rural.
24. Babu Shiva Shankar Jha ...	North-East Darbhanga	Non-Muhammadan Rural.
25. Babu Ram Nihora Singh ...	South-East Darbhanga	Non-Muhammadan Rural.
26. Babu Ramasray Prashad Chaudhuri.	Samastipur	Non-Muhammadan Rural.
27. Babu Shivabachan Sinha ...	North Muzaffarpur	Non-Muhammadan Rural.
28. Mahanth Darshan Dasji ...	East Muzaffarpur	Non-Muhammadan Rural.
29. The Hon'ble Babu Ganesh Datta Singh.	West Muzaffarpur	Non-Muhammadan Rural.
30. Babu Radha Krishna ...	Hajipur	Non-Muhammadan Rural.
31. Babu Jaleshvar Prashad ...	North Saran	Non-Muhammadan Rural.
32. Rai Bahadur Chandra Ketu Narain Singh.	South Saran	Non-Muhammadan Rural.
33. Babu Harishankar Sinha ...	North Champaran	Non-Muhammadan Rural.
34. Babu Kedar Nath Prashad Sah ...	South Champaran	Non-Muhammadan Rural.
35. Rai Bahadur Krishnadev Narayan Mahtha.	Landholders, Tirhut Division.	
Bhagalpur Division.		
36. Mr. Abdul Wahab Khan ...	Bhagalpur Division	Muhammadan Urban.
37. Khan Bahadur Saiyid Muhammad Naim.	Bhagalpur	Muhammadan Rural.

38. Mr. Shah Muhammad Yahya ...	Monghyr Muhammadan Rural.
39. Maulavi Mir Faiyaz Ali ...	Purnea Muhammadan Rural.
40. Mr. Saiyid Moinuddin Mirza ...	Kishanganj Muhammadan Rural.
41. Maulavi Muhammad Umid Ali.	Santal Parganas Muhammadan Rural.
42. Mr. T. Lal	Bhagalpur Division Non-Muhammadan Urban.
43. Babu Rajendra Misra ...	North Bhagalpur Non-Muhammadan Rural.
44. Babu Bhuvaneshvari Prashad Mandal.	Central Bhagalpur Non-Muhammadan Rural.
45. Babu Ananta Prashad ...	South Bhagalpur Non-Muhammadan Rural.
46. Maharaja Bahadur Chandra Mauleshvar Prashad Singh.	South-West Monghyr Non-Muhammadan Rural.
47. Rai Sahib Kharag Narayan ...	North-West Monghyr Non-Muhammadan Rural.
48. Rai Bahadur Lakshmi Prashad Sinha.	East Monghyr Non-Muhammadan Rural.
49. Rai Bahadur Prithi Chand Lal Chaudhuri.	Purnea Non-Muhammadan Rural.
50. Babu Jogendra Narayan Singh...	Santal Parganas North Non-Muhammadan Rural.
51. Babu Rameshwar Lal Marwari.	Santal Parganas South Non-Muhammadan Rural.
52. Raja Bahadur Kirtyanand Singh	Landholders, Bhagalpur Division.

Orissa Division.

53. Maulavi Saiyid Tajammul Ali	Orissa Division Muhammadan Rural.
54. Mr. Madhusudan Das, C.I.E. ...	Orissa Division Non-Muhammadan Urban.
55. Babu Birabar Narayan Chandra Dhir Narendra.	North Cuttack Non-Muhammadan Rural.
56. Babu Lakshmidhar Mahanti ...	South Cuttack Non-Muhammadan Rural.
57. Babu Radharanjan Das ...	North Balasore Non-Muhammadan Rural.
58. Chaudhuri Bhagavat Prashad Samantari Mahapatra.	South Balasore Non-Muhammadan Rural.
59. Babu Godavaris Misra ...	North Puri Non-Muhammadan Rural.
60. Babu Jagabandhu Sinha ...	South Puri Non-Muhammadan Rural.
61. Babu Ram Narayan Misra ...	Sambalpur Non-Muhammadan Rural.
62. Raja Rajendra Narayan Bhanja Deo, C.B.E.	Landholders, Orissa Division.

Chota Nagpur Division.

63. Maulavi Shaikh Muhammad Husain.	Chota Nagpur Division Muhammadan Rural.
64. Mr. Jimut Bahan Sen ...	Chota Nagpur Division Non-Muhammadan Urban.
65. Rai Bahadur Sharat Chandra Ray.	Ranchi Non-Muhammadan Rural.
66. Babu Krishna Ballabh Sahay ...	Hazaribagh Non-Muhammadan Rural.
67. Thakurai Brahmeshvar Dayal Singh.	Palamau Non-Muhammadan Rural.
68. Babu Nilkantha Chattarji ...	South Manbhum Non-Muhammadan Rural.
69. Dulu Manki	Singhbhum Non-Muhammadan Rural.
70. Babu Bakshi Jagdam Prashad Lal.	North Manbhum Non-Muhammadan Rural.
71. Babu Nageshvar Baksh Ray ...	Landholders, Chota Nagpur Division.

Others.

72. Mr. Sri Narayan Sahay ...	Patna University.
73. Mr. William Ord MacGregor ...	European Constituency.
74. Mr. Kenneth Lauchlan Mackenzie	Planting Constituency.
75. Mr. Archibald Arthur Forbes Bray	Indian Mining Association.
76. Babu Narendra Nath Mukharji...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED.

1. The Hon'ble Mr. E. H. Berthoud, O.B.E., I.C.S.

ELECTED.

	Constituencies.
1. The Hon'ble Maharajadhiraja Sir Rameshwar Singh, G.C.I.E., K.B.E., of Darbhanga.	Bihar and Orissa (Non-Muhammadan).
2. The Hon'ble Maharaja Bahadur Keshava Prasad Singh, C.B.E., of Dumraon.	
3. The Hon'ble Khan Bahadur Saiyid Zahir-ud-din.	Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED.

1. Rai Bahadur Shyam Narayan Singh, O.B.E. (*Official.*)
2. Khan Bahadur Saiyid Muhammad Ismail. (*Non-official.*)

ELECTED.

	Constituencies.
1. Babu Ambika Prashad Singh ...	Patna-cum-Shahabad (Non-Muhammadan).
2. Khan Bahadur Sarfaraz Husain Khan.	Patna and Chota Nagpur-cum-Orissa (Muhammadan).
3. Rai Hari Prashad Lal ...	Gaya-cum-Monghyr (Non-Muhammadan).
4. Babu Shyama Charan ...	Tirhut Division (Non-Muhammadan).
5. Babu Gaya Prashad Singh ...	
6. Maulavi Muhammad Shafi ...	Tirhut Division (Muhammadan).
7. Babu Ganganand Singh ...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
8. Maulavi Badi-uz-zaman ...	Bhagalpur Division (Muhammadan).
9. Babu Devaki Prashad Sinha ...	Chota Nagpur Division (Non-Muhammadan).
10. Babu Nilakantha Das	Orissa Division (Non-Muhammadan).
11. Mr. Bhubanananda Das ...	
12. Raja Raghunandan Prashad Singh.	Bihar and Orissa Landholders.

APPENDIX III.

Distribution of business between the Governor, the Members of his Council and the Ministers.

APPOINTMENT DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

Central Subjects.

1. The Indian Civil Service.

Reserved Subjects.

2. The Bihar and Orissa Civil Service (including judicial officers) and the Subordinate Civil Service.

NOTE.—The immediate control of officers of the services specified in entries 1 and 2 who are employed in branches of the administration controlled by other Departments of the Secretariat (except the Judicial Department), rests with the Department concerned. But the Appointment Department should invariably be consulted before any proposed order inflicting punishment or censure is submitted to His Excellency the Governor, and action which may terminate in the dismissal or removal of any member of these services is taken in the Appointment Department.

3. Appointments of High Court Judges.

4. Appointments to listed posts.

5. Elections to the Indian and provincial Legislatures (except bye-elections).

6. Administrative charge of the residences of officers of the Indian Civil Service other than residences in the New Capital at Patna or in Ranchi.

Mixed subjects and functions performed on behalf of all Departments of Government.

7. The Civil List.

8. Interpretation of all rules affecting the public services framed under the Government of India Act, other than those rules which regulate pay, leave, allowances and pensions, and other financial matters.

9. Holidays.

10. Departmental examinations.

Special subjects in charge of His Excellency the Governor.

11. All appointments which under the Rules of Business are filled by His Excellency the Governor himself and not by the Local Government, including the nomination of members of the Legislative Council.

12. The personal staff of His Excellency the Governor.

13. The Rules of Business.

POLITICAL DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

Central Subjects.

1. Defence of India and all matters connected with His Majesty's Naval, Military and Air Forces in India, or with His Majesty's Indian Marine Service or with any other force raised in India other than military and armed police wholly maintained by Local Governments.

2. Naval and military works and cantonments.

3. External relations, including naturalization and aliens, and pilgrimages beyond India.

NOTE.—This entry includes passports.

4. Political pensions and other political charges.

5. Control of arms and ammunition.

6. The Indian Police Service.

7. Territorial changes, other than inter-provincial, and declaration of laws in connection therewith.

8. State prisoners.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

9. Relations with States in India.

10. Regulation of ceremonial, titles, orders, precedence and civil uniform.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

Reserved Subjects.

11. Political-internal general.

12. Exemption from personal attendance in civil courts.

13. Police, including railway police.

This item covers :—

(*a*) Changes in jurisdiction of thanas and outposts.

(*b*) Village police.

14. Regulation of betting and gambling.

15. Control of poisons.

16. Control of dramatic performances and cinematographs.

17. Control of newspapers, books and printing presses.

18. The following subjects relating to the district of Angul :—

(*a*) Proposals for the general revision of the special laws and regulations applicable only to Angul.

(*b*) All grants made for public improvements in Angul and sources of local revenue peculiar to the district.

19. Criminal tribes.

20 Political prisoners.

21. Rewards for the destruction of wild animals.

22. Control of all officers serving in the Police Department.

23 Administrative charge of all buildings occupied by the Police Department.

24. Buildings, the construction and maintenance of which has been assigned by the Governor to the Police Department.

FINANCE DEPARTMENT.

Finance Branch.

Member-in-charge—The Hon'ble Mr. S. Sinha.

Central Subjects.

1. Income-tax.
2. Currency and coinage.
3. Public debt of India.
4. Savings Banks.
5. The Indian Audit Department and excluded Audit Departments.

Reserved Subjects.

6. Stamps.
7. Provincial Government Presses.
8. Local Fund Audit, that is to say, audit by Government agency of income and expenditure controlled by local bodies.
9 Borrowing of money on the sole credit of the province.
10. All duties imposed upon the Finance Department by rules 36 to 45 of the Devolution Rules.

Mixed subjects and functions performed on behalf of all Departments of Governments.

11. Stationery.
12. General revisions of clerical and menial establishments originating in causes which affect all departments alike.
13. Treasuries and defalcations.
14. Commutation of pensions and compassionate gratuities.
15. Contract grants.
16. Interpretation of financial codes and other questions of a financial nature.
17. The Secretariat Instructions.
18. Secretariat clerical and menial establishments.
19. Liveries, tents, forms.
20. Ranchi Rules.
21. The general provident fund and the Indian Civil Service provident fund.
22. Advances for the purchase of conveyances, for house-building and for passages.
23. Grain compensation allowance.
24. Grant of rent-free quarters.

REVENUE DEPARTMENT.

Revenue Branch.

Member-in-charge—The Hon'ble Sir H. McPherson.

Central Subjects.

1. Control of foodstuffs.
2. Geological survey.
3. Botanical survey.
4. Survey of India.

Note.—Includes the preparation and supply of maps for provincial purposes.

5. Meteorology.
6. Crop reports and forecasts.
7. The Indian Forest Service.
8. Administration of the Non-ferrous Minerals Act.

Reserved Subjects.

9. Land Revenue Administration as described under the following heads :—

(*a*) Assessment and collection of land revenue;
(*b*) Maintenance of land records, survey for revenue purposes, record-of-rights;
(*c*) Laws regarding land tenures, relations of landlords and tenants, collection of rents;
(*d*) Court of Wards, encumbered and attached estates;
(*e*) Land improvement and agricultural loans;
(*f*) Colonization and disposal of crown lands and alienation of land revenue; and
(*g*) Management of Government estates.

Note.—Includes jurisdiction of revenue officers, partition of estates, collection and assessment of cess (including embankment cess), land registration, administration of the Public Demands Recovery Act, and Santal Parganas petitions (settlement and miscellaneous revenue).

10. Famine relief.
11. Forests, including preservation of game therein.
12. Land acquisition.
13. Development of mineral resources which are Government property.
14. Protection of wild birds and animals.
15. Control of clerical and menial establishments of the Board of Revenue, Commissioners of divisions, and district and subdivisional officers.
16. Control of all officers employed in the Forest Department.
17. Control of all officers employed under the Director of Land Records and Surveys, save in so far as the control of officers of the Indian Civil Service, Bihar and Orissa Civil Service, and Subordinate Civil Service is allotted to the Appointment Department.

18. Administrative charge of buildings in the occupation of the Board Revenue, Commissioners of divisions and district and subdivisional officers, and dâk bungalows which belong to Government.

19. Administrative charge of residences of revenue officers other than officers of the Indian Civil Service.

COMMERCE BRANCH.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

Central Subjects.

1. Shipping and navigation.
2. Lighthouses, including their approaches, beacons, light ships and buoys.
3. Port quarantine.
4. Posts, telegraphs and telephones, including wireless installations.
5. Customs.
6. Salt, except in so far as this subject is assigned to the Local Self-Government Department.
7. Commerce, including banking.

NOTE.—Includes traffic registration.

8. Joint stock companies.

NOTE.—Includes provident insurance societies and life insurance companies.

9. Control of petroleum and explosives.
10. Regulation of mines.
11. Inventions and designs.
12. Emigration from and immigration into British India and inter provincial migration.

Reserved Subjects.

13. Factories.
14. Settlement of labour disputes.
15. Boilers.
16 Smoke nuisance.
17. Welfare of labour, including provident funds, industrial insurance (general health and accident) and housing.
18. Ports.

Mixed Subjects.

19. Stores.

GENERAL BRANCH.

Central Subjects.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. Ecclesiastical administration, including European cemeteries.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

2. Archæology.
3. Census.
4. Treasure trove.
5. Languages and linguistic survey.
6. Ethnology and ethnography.

Mixed subjects and functions performed on behalf of all departments of Government.

7. Regulation of the supply of Government publications to Government and to the public, except the Indian Law Reports series.
8. Administrative charge of circuit houses.
9. General administration report.
10. Libraries, maintained for official use only, in the Secretariat and in the offices of the Board of Revenue, Commissioners of divisions, district officers and subdivisional officers.

JUDICIAL DEPARTMENT.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

Central Subjects.

1. Civil Law, including laws regarding status, property, rights, liabilities and civil procedure.

This item includes opinions on bills circulated by the Government of India on subjects not specifically dealt with by any other administrative department.

2. Criminal law, including criminal procedure.

Reserved Subjects.

3. Administration of justice, including constitution, powers, maintenance and organization of courts of civil and criminal jurisdiction within the province.

This subject includes—

(*a*) Acts—administration and extension of—for judicial purposes.
(*b*) Appeals against sentences in lower courts.
(*c*) Civil courts—buildings and establishments.
(*d*) Court language.
(*e*) Examinations—pleadership and mukhtearship.
(*f*) Extradition of fugitive offenders.
(*g*) Forms—judicial.
(*h*) Law officers of Government in all courts—appointment of.
(*i*) Honorary Magistrates and other unpaid courts—appointment and removal of.
(*j*) Intestate property.

(*k*) Jurisdiction of judicial officers.
(*l*) Jurors and assessors.
(*m*) Law books, law reports, chronological tables.
(*n*) Legal business—conduct of.
(*o*) Lunatics, criminal.
(*p*) Petitions for mercy from, and remission or suspension (under section 401 of the Criminal Procedure Code) of the sentences of all prisoners except political prisoners.
(*q*) Release of transported convicts.
(*r*) Probate and letters of administration granted to persons of European extraction.

4. Provincial law reports including supply to Government and to the public.
5. Administrator-General and Official Trustee.
6. Prevention of cruelty to animals.
7. European vagrancy.
8. Prisons.
9. Control of all officers serving in the jails department.
10. Control of all clerical and menial establishments employed—
(*a*) in the High Court (excluding the Registrar and Deputy and Assistant Registrars),
(*b*) in the offices of or subordinate to District and Sessions Judges.

11. Imposition by legislation of punishments by fine, penalty or imprisonment for enforcing any law of the province relating to any provincial subject.
12. Administrative charge of all buildings occupied by the jails department and by civil courts.
13. Administrative charge of all residences of judicial officers other than officers of the Indian Civil Service.

EDUCATION DEPARTMENT.

EDUCATION BRANCH.

Central Subjects.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. All questions arising under entries 5 to 8 in the district of Angul.
2. The Indian Educational Service.

Reserved Subjects.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

3. European and Anglo-Indian education.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

4. Reformatories.

Transferred Subjects.

MINISTER-IN-CHARGE—THE HON'BLE EDUCATION MINISTER.

5. Education (other than European and Anglo-Indian education).

6. Libraries (other than libraries for official use only), museums and zoological gardens.

Mixed Subjects.

7. Control of all officers serving in the Education Department or in reformatories.

8. Administrative charge of all buildings occupied by the Education Department or by reformatories.

NOTE.—Subjects 7 and 8 are reserved or transferred according as the officer is employed, or the building occupied for the administration of a reserved or a transferred subject.

DEVELOPMENT BRANCH.

Central Subjects.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1. The Indian Agricultural Service.

2. The Imperial Branch of the Civil Veterinary Department.

Reserved Subjects.

3. All questions arising under entries 4 to 13 in the district of Angul.

Transferred Subjects.

MINISTER-IN-CHARGE—THE HON'BLE EDUCATION MINISTER.

4. Agriculture, including research institutes, experimental and demonstration farms, introduction of improved methods, provision for agricultural education, protection against destructive insects and pests and prevention of plant diseases.

5. Civil Veterinary Department, including provision for veterinary training, improvement of stock, and prevention of animal diseases.

6. Fisheries.

7. Co-operative societies.

8. Registration of deeds and documents.

9. Registration of births, deaths and marriages.

10. Religious and charitable endowments.

11. Development of industries, including industrial research and technical education.

12. Control of all officers serving in the agricultural, civil veterinary, fisheries, co-operative, registration and industries departments.

13. Administrative charge of buildings occupied by the agricultural, civil veterinary, fisheries, co-operative, registration and industries departments.

LOCAL SELF-GOVERNMENT DEPARTMENT.

Central Subjects.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

1 The Indian Medical Service.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

2. Salt, in so far as that subject is administerred by the Commissioner of Excise.

Reserved Subjects.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

3. All questions arising under items 7 to 16 in the district of Angul.

4. Regulation of medical qualifications and standards.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

5. Control of motor vehicles.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

6. Pounds and prevention of cattle trespass.

Transferred Subjects.

MINISTER-IN-CHARGE—THE HON'BLE MINISTER FOR LOCAL SELF-GOVERNMENT.

7. Local Self-Government, that is to say, matters relating to the constitution and powers of municipal corporations, improvement trusts, district boards, mining boards of health, and other local authorities established in the province for purposes of Local Self-Government, exclusive of matters arising under the Cantonment Act, 1910.

8. Medical administration, including hospitals, dispensaries and asylums and provision for medical education.

9. Public health and sanitation and vital statistics.

10. Pilgrimages within British India.

11. Tramways within municipal areas.

12. Adulteration of food-stuffs and other articles.

13. Weights and measures.

14. Control of officers serving in the medical and public health departments.

15. Administrative charge of all buildings occupied by the medical and public health departments.

16. Excise, that is to say, the control of production, manufacture, possession and sale of alcoholic liquor and intoxicating drugs, and the levying of license fees on or in relation to such articles.

17. Control of officers serving in the excise department.

18. Administrative charge of all buildings occupied by the excise department.

PUBLIC WORKS DEPARTMENT.

IRRIGATION BRANCH.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

Central Subjects.

1. Communications to the extent described under the following heads :—

(*a*) Railways an extra municipal tramways.

(*b*) Aircraft and all matters connected therewith.

2. The Indian Service of Engineers.

Reserved Subjects.

3. Water-supply, irrigation and canals, drainage and embankments, water storage and water power.

NOTE.—Does not include water-supply schemes under the control of municipalities and other local bodies.

4. Inland waterways.

5. Construction and maintenance of buildings required solely for the administration of canals and embankments.

6. Control of all officers serving in the Irrigation Branch of the Public Works Department.

Transferred Subjects.

MINISTER-IN-CHARGE—THE HON'BLE MINISTER FOR LOCAL SELF-GOVERNMENT.

7. Public works included under the following head :—

Light and feeder railways and extra municipal tramways, in so far as provision for their construction and management is made by provincial legislation.

ROADS AND BUILDINGS BRANCH.

Central Subjects.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

1. Immovable property in the province acquired by and maintained at the cost of the Governor-General in Council.

NOTE.—This item includes the construction and maintenance of civil and military buildings and other works on behalf of the Government of India.

MEMBER-IN-CHARGE—THE HON'BLE MR. S. SINHA.

2. Care of ancient monuments declared to be protected monuments under section 3(1) of the Ancient Monuments Preservation Act, 1904.

Reserved Subjects.

MEMBER-IN-CHARGE—HIS EXCELLENCY THE GOVERNOR.

3. The residences of His Excellency the Governor.

4. All questions arising under entry 9 in the district of Angul.

MEMBER-IN-CHARGE—THE HON'BLE SIR H. MCPHERSON.

5. Electricity, including the administration of Government electrical power plants and the supply of electric current therefrom.

Mixed subjects and functions performed on behalf of all departments of Government.

6. The disposal of vacant sites, being the property of Government, in the New Capital at Patna, and elsewhere.

7. The administrative charge of Government residences in the New Capital and at Ranchi.

8. The administrative charge of the Secretariat and Council Chamber at Patna and Ranchi.

Transferred Subjects.

MINISTER-IN-CHARGE—THE HON'BLE MINISTER FOR LOCAL SELF-GOVERNMENT.

9. Public works included under the following heads :—

(*a*) Construction and maintenance of provincial buildings (other than the residences of His Excellency the Governor), save in so far as the work has been assigned by the Governor to the department using or requiring such buildings.

(*b*) Care of historical monuments, with the exception of ancient monuments as defined in section 2(1) of the Ancient Monuments Preservation Act, 1904, which are for the time being declared to be protected monuments under section 3(1) of that Act.

(*c*) Roads, bridges, ferries, tunnels, ropeways, causeways, and other means of communication.

10. Control of all officers serving in the Roads and Buildings branch of the Public Works Department.

LEGISLATIVE DEPARTMENT.

MEMBER-IN-CHARGE—THE VICE-PRESIDENT OF THE EXECUTIVE COUNCIL.

Reserved Subjects.

1. Bye-elections for the Council of State, Legislative Assembly, and Legislative Council.

Mixed subjects and functions performed on behalf of all departments of Government.

2. The initiation and drafting of bills for the codification and consolidation of the existing law and of formal legislation.

3. The drafting of all Government bills (other than those referred to in entry 2 above) in accordance with the instructions of the administrative department.

4. The publication of bills before their introduction in the Legislative Council, when such publication is ordered by the Governor.

5. All correspondence with the Government of India on the subject of bills already introduced in the Legislative Council, except letters treating of questions of principle or policy.

6. The transmission to the Government of India of copies of all bills introduced in the Legislative Council or Acts required under standing orders to be submitted.

7. The submission to the Governor-General of an authentic copy of each Act for his assent, and the publication of that assent.

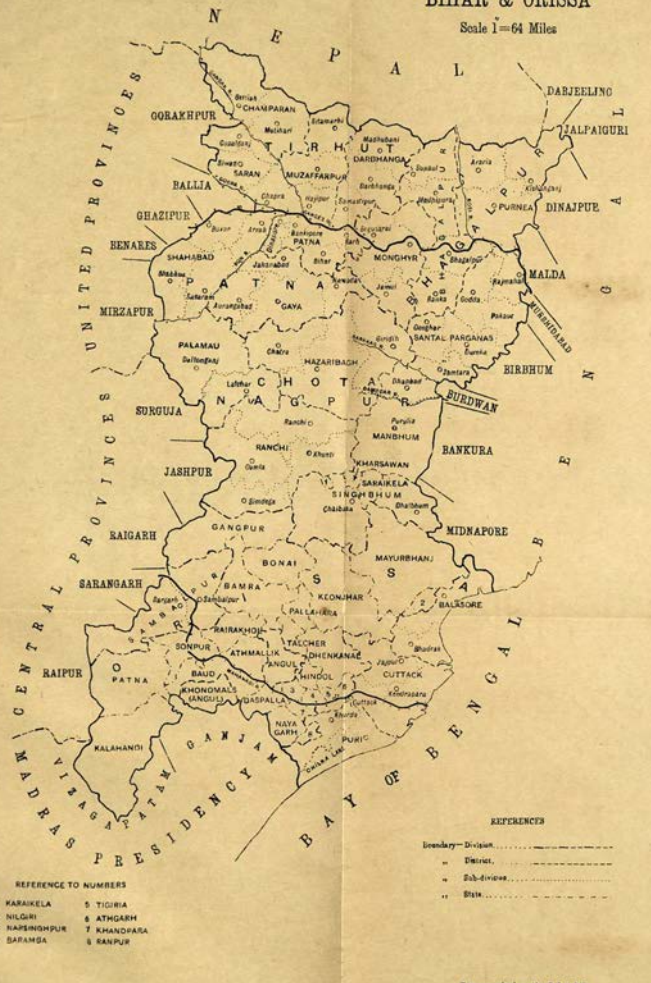
8. The printing of all bills introduced in the Legislative Council and the compilation of the opinions received regarding such bills.

9. The printing and reprinting of all provincial Acts, and the preparation and issue of annual lists showing the effects of legislation by the local Legislature and of indexes to Acts of the local Legislature.

B. & O. G. P. (Rev.) no. 51—520—31-3-1926.—H. P. G. and others.

PROVINCE OF BIHAR & ORISSA

Scale 1"=64 Miles



REFERENCES

Boundary—Division .....

" District .....

" Sub-division .....

" State .....

REFERENCE TO NUMBERS

1 KARAIKELA
2 NILGIRI
3 NARSINGHPUR
4 BARAMBA
5 TIGIRIA
6 ATHGARH
7 KHANDPARA
8 RANPUR

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on 01 February, 2020